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ACTION FOR CITIES

A Guide for Community Planning

Published Under the Sponsorship of
AMERICAN MUNICIPAL ASSOCIATION
AMERICAN SOCIETY OF PLANNING OFFICIALS
INTERNATIONAL CITY MANAGERS' ASSOCIATION

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FOREWORD

THIS PUBLICATION is a guide to community planning and we hope it will be used as such. It is neither a manual nor a textbook on the technique of community planning. It does not answer all of the questions and it will not substitute for experience or thinking or hard work on the part of the community's citizens and officials. It tells what sources of information are available, and it will help interested and intelligent citizens and officials to develop a planned program for their community. Since every municipality has its unique problems requiring individual treatment by persons on the scene of action, it is not anticipated that the guide will provide a fixed or rigid formula which can be applied in the same manner to every situation. Communities differ in size and in problems, and it is conceivable that some small municipalities will not have to go through the entire program outlined herein. We do believe, however, that the intelligent use of this guide will greatly facilitate a planning program and help to make it effective.

A word as to how this guide came into being. It is a well known fact that wartime activities have had a disrupting effect on many local communities. In an attempt to obtain a simple method by which the citizens and officials of a community might mitigate the results of hasty local decisions based on insufficient consideration for future development, the National Resources Planning Board through its Urban Section developed a technique for preparing plans by progressive stages. It was tried in Corpus Christi, Texas, Salt Lake City, Utah, and Tacoma, Washington. For each of these cities NRPB provided a technician and other services, but the local government in each city was responsible for direction of the program and any resulting recommendations. In every instance there was wide participation by many groups of citizens representing a broad cross-section of the entire citizenry. This guide to community planning reflects the actual working programs of the three demonstration projects as they were reported by the technicians. We wish to express our appreciation to NRPB for releasing the manuscript to us for publication by Public Administration Service.

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The planning procedure presented in this guide is based on a series of progressive steps listed under five main divisions. Each division is identified by a key number in classifications of "hundreds": the first division of steps—dealing with population—is numbered 100, the second—on economic development—200, on community services—300, on physical plans—400, and on planning action—500.

Each main division contains sections numbered in classifications of "tens": thus, 100, the study of population, is broken down to include 110—the study of total size of population, 120—characteristics of population, and 130—distribution of population.

Each section is further divided into steps or studies, in classifications of "ones." Thus, 110, the study of population size, includes: 111—the study of population growth; 112—the immediate postwar estimates; and 113—future long-range estimates.

As a further example, 432 in this system relates to the study of existing traffic and transportation facilities under the section dealing with existing physical development—430, which, again, is one of the sections of the 400 division, dealing with the study of the ground or physical plan. Other aspects of the problem of transportation are treated as part of the economic base of the community—220, as traffic safety and control—362, as a factor in industrial site location—422, as an important element in programs of public and private development—510, and so on. As the planning program advances beyond the first sketch stage, the local planning group can use this listing and numbering system as a master check list by adding items under appropriate headings and subheadings.

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SUMMARY OF THE GUIDE

I. THE PLANNING PROCEDURE outlined in this guide is based on:

1. Development of a sketch plan

- a. Within a relatively short period—in months rather than years.
- b. To be progressively refined from the first quick reconnaissance survey and the first drafts through later detailed drafts.
- c. Making use of existing data and knowledge—not involving extensive programs of new research.
- d. Through democratic collaboration—participation of informed citizens and outside consultants when needed, cooperation between public and private groups, and between local, state, and federal agencies.

2. Comprehensive planning

- a. In recognizing the interrelatedness of problems of population, economic activities, social patterns, physical arrangements, and planning action—giving new emphasis to the economic and social base so that physical arrangements will be planned to meet the requirements of the kind of economic activities and community life desired by the people.
- b. In relating the community to the region of which it is a part, and to the nation as a whole, so that the community will receive its full share from and will in turn contribute its full share to regional and national development.

II. THE PLANNING METHOD in each stage of the procedure is based on the following steps:

1. Determination of goals—what do the people of the planning area *want* their area to become in the light of:

- a. Its possibilities—what *could* the area become if proper use were made of its resources—physical, human, economic, social, cultural?
- b. Feasible paths of development—what *should* the area become in the best judgment of those who have made a special study of community problems?

2. Determination of needs—what must be provided in order to reach goals, measuring:

- a. Existing conditions and facilities.
- b. Shortages of physical facilities and arrangements, and of programs of services.

3. Programs of meeting needs—how can the necessary changes, facilities, and services be provided in terms of:

- a. Time schedules—what order of projects and programs should be followed.
- b. Physical changes—new development, redevelopment of existing arrangements.
- c. Legislative, administrative, and financial means.
- d. Community organization and public opinion.

III. THE PLANS to be developed include:

1. A statement of community objectives answering such questions as:

- a. Size—smaller, larger, or stationary population?
- b. Economic base—the same or broader or narrower base? What existing activities should be retained, expanded, contracted, converted, abandoned? What new activities should be introduced? What relocations should be encouraged?
- c. Community living—what improvements are needed in the way of facilities, programs of services, kinds of community organizations?
- d. Physical arrangements—what arrangements in land use, central facilities, neighborhood designs? What areas changed, expanded, conserved?

2. Reports, charts, maps presenting what is to be done, when, by whom, and by what means, covering:

- a. Population estimates—size, characteristics and distribution.

- b. Program for economic development—steps to achieve maximum employment, with special attention to problems of demobilization; high levels of production; employment stabilization, high standard of living, and economic security; programs relating to the labor force; recruitment, training, counselling, placement; capital, entrepreneurial, and managerial requirements; policies for industrialists, businessmen, investors, organized labor groups to follow; programs for private and public development.
- c. Program for community services in housing, education and cultural activities, recreation, health, welfare, community organization, and institutional development.
- d. Programs for physical development—land use, transportation, and density plans; public work, and housing programs; designs for neighborhood units, central business, and other areas.
- e. Programs of planning action—programs of public and private action; legislative, administrative, financial tools; official and citizen organization.

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WHAT PLANS ARE NEEDED

In the midst of war people everywhere are looking ahead to the promise that the future holds out to them and their communities. The necessity for a broad-scale reconstruction of American cities to overcome decay and achieve a living and working environment worthy of a victorious democracy has fired the imaginations and wills of officials and civic leaders throughout the country.

This study has been prepared to assist local leadership in beginning that reconstruction. In many localities business and labor groups are concerned about employment during a conversion period between war and peace; they are also concerned about the long-run strengthening of the local economic fabric. Many local officials are assembling programs of needed or desirable public works. Citizens and officials concerned with the services demanded by urban life are re-thinking the needs of their communities in light of changing conditions. The war has demonstrated the critical importance of housing, transportation, recreation, education, and other services and facilities in maintaining production at a high level of efficiency.

This guide presents the steps that may be followed in order to develop plans that will be needed not only for physical reconstruction but also for the programs of economic activities and community services necessary to proper city development. It has been organized to give a new emphasis to the community's economic and social life for which arrangements of land areas will be made and buildings and other physical facilities will be constructed. A fresh and comprehensive view must be taken by each locality so that such needs as jobs, security, housing, education, leisure-time activities, transportation, public works, and proper use of land, among others, are all seen as elements of a single community design.

PROBLEMS OF CITIES IN MAKING PLANS

Most cities are not prepared with plans for meeting problems of this order. The idea that a city can guide its development is not generally understood. The field of planning has broadened rapidly in the past few years, but, in general, existing plans are confined to physical development. These plans are often limited in scope, and many of them have been kept without revision during a period when the conditions of city life and the possible means of civic action have changed rapidly. New horizons in education, recreation, and health; new techniques in road building, air transport, and large-scale housing; new forms of assistance from state and federal governments; and new methods of local administration make possible the realization of plans which would have been Utopian a decade ago.

When fighting has ended, American cities will build from where they are at the end of the war, certainly not from where they were in 1940. Realizing this fact, a number of cities have charged their planning agencies with the responsibility of preparation for the postwar period or have set up special postwar planning committees. These agencies are faced with two serious problems.

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THE TIME IS SHORT AND TECHNICIANS ARE SCARCE

If unemployment is to be kept to a minimum and if problems of adjusting to the peace are to be met, plans must be ready in advance. Preparation for the intelligent building of housing, or highways, or transportation terminals involves a tremendous job of detailed project planning. Also, before architectural and engineering blueprints can be made, questions of location, kind, and quantity must be determined. Answers to these questions must be prepared in months instead of years.

There is a shortage of technically trained and experienced personnel to guide the necessary thinking through of policies and programs. Few cities will be able to locate such personnel. This guide was developed with a view to encouraging the best use of the thinking of citizens and officials, with the participation and consultation of trained planners at key points as necessary.

Principles for Effective Local Planning

MAKE PLANS BROAD

The planning needed now relates to the development of the entire locality, regardless of political boundaries. Only through planning for the total community can the organic structure of its economy, its social needs, and its physical development be understood. Only in this way will it be possible to take into account the interdependence of the parts of the area.

The community must see that its varied problems are interrelated and it must study many of them concurrently. For instance, to be more than wishful thinking, planning for postwar employment must go beyond the compilation of data, industry by industry. It must be related to the probable availability of sites, housing for workers, transportation facilities, the municipal financial program, and a host of other considerations; the community's economic goals must be stated, its prospects judged, and a broad strategy laid down into which can be fitted the programs of individual industrial concerns. Beyond such local considerations, planning for postwar employment requires study of the prospects of a local industry in relation to the national total of the industry, and comparisons with competing cities in its region and in other parts of the country. It must give consideration to the total development of the national economy. Physical development also must be thought through on the basis of the foreseeable land requirements of housing, industry, and business, and on the basis of the best relations among them for convenience and for economy to the people and local government.

Another need, which a broad program recognizes, is for cooperative planning among businessmen, labor, civic organizations, and public officials. For example, the Corpus Christi Planning Commission has reported that over 30 organizations and 600 individuals, including nearly all city and county departments, and representing a good cross-section of the community, participated actively in the city's planning project during the first six months after it was begun.¹

¹Test demonstrations, based on the procedure suggested in this manual, have been carried out in Corpus Christi, Tacoma, and Salt Lake City. Some of the experiences of these cities are included as illustrative examples throughout the manual.

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No community is self-sufficient. It has already been noted that the prospects of local industries need to be studied in the light of national trends. There will be other planning problems that relate to areas and conditions outside the immediate locality. For example, planning for airport development must be related to national air transportation development. Local planners will not proceed far before they will realize the need of knowledge and assistance from outside the community. The experience of other communities and the techniques and knowledge of state and federal agencies should be tapped. All the resources for planning should be mobilized. This guide indicates which agencies have information or technical aid that can be put at the disposal of the local planning body.

MAKE PLANS PRACTICAL

Plans must not be made in a vacuum. It is a waste of time and public funds to make plans unless they are related to the day-to-day facts of local life with which the administration has to deal. This consideration does not mean that plans will be limited to palliatives or petty tinkering. Rather, it means that important civic problems must be faced squarely and a high order of urban statesmanship must be brought to bear. Wise and experienced city officials have discovered that in such compelling plans they find their best defense against unreasonable demands of those who have the narrow view of their own special interests.

Individual and group interests are understandable. They must not be suppressed but must be brought into proper relation to the interests of the whole community. Plans should be drawn not only in constant consultation with groups making specific proposals but also with those individuals and agencies who will carry them out. Plans should be realistic and should anticipate as many of the probable obstacles as possible.

No plan is practical unless it contains the means for its realization. Each must include the administrative, financial, and legislative means for its accomplishment as well as the proposals for physical facilities and programs of operation.

SAVE TIME

In developing plans, the saving of time is a major consideration. Time will not be saved, however, by superficial thinking. Four major ways of speeding plans are suggested:

1. By sharpshooting instead of scattering shots. Effort should be concentrated on the most important or key planning decisions. Details of application should be left to later study.
2. By simplifying the gathering of facts. Collect only the data known to have specific use and only in the detail necessary. Full use should be made of existing data and informed local judgment.
3. By participation of many local officials, citizens, and organizations. Do not depend on the staff to do all the thinking; farm it out.
4. By organizing the work. Coordinate the working groups, and see that no part of the work is delayed because another part has bogged down.

BUILD SUPPORT AND UNDERSTANDING

In the past, too many cities have spent a lot of money to have good plans prepared for them by outside technicians, only to see these plans filed away in some

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dusty corner of the city hall. Two things were wrong: (1) these cities *bought plans* instead of *adopting planning* as an ever-fresh approach to their civic problems; and (2) the plans bought did not represent the aspirations and hard work of enough citizens and officials who through participation might have become intensely concerned with realization of the plans and continuance of the planning process. Planning did not "take" locally because the people considered the plans both expensive and unreal.

The governmental organizations of the community should, of course, provide leadership and should participate in the planning. In addition, organizations such as the Chamber of Commerce, the Real Estate Board, the Labor Council, and the Council of Social Agencies should be working parts of the community planning effort. The cooperation of the newspapers should be enlisted from the beginning. But most important, the governing bodies, the chief executives, and officials in related municipalities and counties should cooperate to give the planning program a broad base and official status. The various departments of local government should be made to feel that participating in and contributing to the planning program are important parts of their responsibility.

Official and popular participation in planning does not, however, eliminate the need for consultation by experts at many points in the planning process. Specialists in community economics, transportation, housing, physical city design, and other subjects are needed to provide a fresh point of view, knowledge of the experience of other cities, and technical skill.

Most of the matters covered in this planning manual are the responsibility of one or another local department or agency. Departmental planning for each operation is constantly done as part of the regular job. An object of the procedure outlined in this study is to help each department head fit his plans into the total requirements of the community. It should help him to take advantage of the information, programs, and judgment of other officials, the over-all planning agency, citizens, and state or federal agencies. The planning program should not supplant the operations of the various departments, but should make them more effective.

PROVIDE SUFFICIENT FUNDS

Planning is a serious undertaking of greatest importance to the community. It cannot be done effectively as a before-breakfast job by a group of well-meaning citizens. The larger the community, or the more complex its problems, the greater the truth of this statement. The work of committees and officials must be organized, stimulated, interrelated, and integrated. In a small or medium-sized community such direction will require practically the full time of a competent person; in a larger city, more assistance will be needed. In addition, the program will require professional, clerical, drafting, and stenographic services, and office space, equipment, and supplies. All of these items cost money, although the investment will be small in proportion to the results.

DEVELOP PLANS PROGRESSIVELY

The approach here recommended is one in which larger principles are recognized and set down before all the details can be filled in. If planning proceeds by successive stages, earlier conclusions will be revised in the light of new evidence, information will be filled in, and refinements will be made. Plans should

become set and final only at the time action is required. If the community does not have an official planning agency when the program is started, the need for it as a regular, functioning part of local government will become apparent in working through the suggested program.

A Working Method for Local Planning

PLANS FOR WHAT?

Planning starts with and is for the people. How many people is the locality going to have at the end of the war, or 10 or 20 years after the war? Is it likely to become larger or smaller than it is now? What are and what will be the kinds of people—young or old, rich or poor, skilled or unskilled, people of long residence or new arrivals? Where are the people and their jobs located?

People must make a living. How many and what kinds of jobs will the area be able to provide, in view of resources of men, money, and materials? How much and what kinds of production will be desirable and attainable? Goals must be set and the prospects for reaching them examined. After a grand strategy for the community's economic development has been laid out, a specific program should be prepared in which steps to be taken and facilities to be provided are set forth in detail.

What kind of community do the people look forward to? After goals have been set, specific studies should be made of standards, existing conditions, and programs of action for housing, education and cultural development, recreation, health, public safety, and public welfare. Then a composite plan can be made for progress toward a wholesome environment for all the people.

The physical or ground plan for the community should aim for the most efficient arrangement of land areas, transportation, and other utilities so that costs in time, money, and energy are cut to a minimum. The direction of new development should be determined, and areas should be marked out for rebuilding and conservation. The space requirements and best relative locations for homes, schools, parks and playgrounds, and for industrial and business sections should be provided for.

Adjustments between goals and practical possibilities will determine the plan.

A schedule should be made for proposals for carrying out the economic, social, and physical development (1) for war time, (2) for the demobilization period, and (3) for long-range development. Assignment of responsibilities should be made to private and public enterprise. Financial provisions must be made to show how the program will be paid for. New legal, revenue, institutional, and administrative devices should be proposed to implement the plans. Planning should never stop; permanent agencies must be set up and citizen groups must be continued. Year by year, revaluation of all these plans is necessary to keep abreast of changing conditions and possibilities.

THE PLANNING METHOD

The questions to be answered are: "What do we want?" "How far short of our goals are we now?" "What changes should and can be made?" "What steps must we take to reach our goals?" The working method to be followed in finding answers to these questions should be guided by: (1) the need for a sense of direction before detailed surveys and plans are made; (2) the need to weave together plans for such elements as jobs and incomes, factories and neighborhoods,

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schools, health, and transportation facilities; and (3) the need to make community planning a truly democratic process with help from all who have something to contribute.

Through this approach, a plan evolves from the first rough blocking out of its essential form through stages of testing and refinement. At each stage the developing plan becomes more useful as a backdrop against which specific projects and proposals can be understood and judged. This approach can eliminate the collection of much so-called "basic data," often obsolete or not pertinent. All the while, the plan is providing a necessary focus, giving coherence and direction to the many collaborating individuals and groups.

ORGANIZING TO PLAN

Each urban area—the central city or cities with surrounding suburbs and urban fringe areas—must develop its planning organization to fit local needs and meet local problems. The organization will depend upon such factors as the existence of official city or regional planning agencies; the governmental functions that cut across municipal boundaries; and the working relationships that exist among parts of the area.

Wherever possible, planning should be done for the whole urban region. In only a few states, however, is there adequate permissive legislation for establishing a metropolitan planning agency. Lacking this, a locality planning and programming board might be set up by cooperation among the local governments affected. Or, these governments might designate an established planning board to take on the responsibility. It is highly desirable that some agency should be made officially responsible for the planning program, but representatives of the local governments might meet informally to get a cooperative program under way. In addition, representatives of housing authorities, boards of education, and similar public bodies should get together with representatives of municipalities, counties, and private agencies.

For each division of this volume an appropriate group has been suggested to provide staff work, leadership, guidance, and review. For example, the economic study may be the responsibility and concern of the economic and industrial leaders of the community, possibly represented by the local Chamber of Commerce, or by a special planning committee organized for the purpose, giving representation to labor and to other groups responsible for economic development.

WHO WILL DO WHAT?

There should, of course, be a director to act for the planning agency in mobilizing staff work, coordinating studies, pooling information, getting reports submitted, and keeping the work up to schedule. Parts of the planning work will have to be farmed out by the planning agency. This statement applies particularly to the studies of community services, since the programs involved are usually the responsibility of separate boards, departments, and agencies, both within and outside of the municipal government. Educational planning, for example, is quite properly the province of the school board; the public safety studies are the province of the police and fire departments and the officials in charge. Throughout the process, however, there must be full coordination of the planning by separate agencies and groups to avoid conflicts, duplication,

and overlapping. In addition, there will be many problems calling for the participation of state and federal agencies. For example, the recreational plan for Salt Lake City was the product of collaboration between the city Recreation Department and the recreation representative of the Federal Security Agency. At appropriate points, the planning agency may suggest that the assisting agencies and groups get together, or at least consult with one another on common problems.

The groups responsible for various parts of the planning program can organize working, study, or technical committees. In Corpus Christi, for example, the Industrial Committee directing the economic study set up a Subcommittee on Employment Planning and Training. The directing groups can also tie their work in with that of other agencies and individuals.

There are other kinds of farming out to be done. All educational resources of the community should be tapped for help on technical and other studies that call for specialists. The Department of Sociology at the College of Puget Sound welcomed the opportunity to make the study of population for Tacoma, Washington. Many large firms such as the public utility companies have research personnel and make studies that bear on various phases of planning. There may also be individuals, such as industrial engineers or traffic managers, readily available, who can make excellent contributions. Other professional groups can be drawn into the planning work—the architects on building and other physical problems, the doctors on health problems, the social workers on social service problems, the realtors on land and tax problems. Labor, youth, women's, and church groups will have much to contribute.

There are individuals in the community who have special, strong, civic interests. In Corpus Christi, a businesswoman served on the health committee with the Director of Public Health and a practicing physician. A local realtor, member of a good roads association, served on the transportation committee; representatives of the Latin-American people and the Negro people contributed to the study of employment problems of minority groups; an official of the Council of Church Women was concerned with community centers; a clergyman was interested in nursery schools.

Finally, there are civic groups and agencies that will be interested in promoting the planning program. Service clubs will support and publicize the program. Women's clubs and study groups will organize discussion meetings, and the press and radio will explain the program and report upon its progress.

APPLYING THE PROCEDURE

This guide is presented with a conviction that a community can obtain in months, instead of years, an essentially sound outline of its total needs, potentialities, and development policies. The accomplishment of this goal, however, will require hard work and courageous thinking. Certain assumptions will have to be made and certain contingencies reckoned with and recognized in the plans, possibly with alternative courses of action or flexible arrangements provided to meet the probable range of future requirements.

A word of warning should be given: any procedure must be used with discretion. No formula can be offered which will apply to all communities. In some localities much of the preliminary planning already will have been done, and the problem will be to discover the gaps and achieve a balanced program. Some communities are more efficiently organized for planning than others. Again, the

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quality of local administration and official understanding of the larger problems of the community—and the willingness to face them—will spell success or failure.

TIMING AND SCHEDULE

It cannot be expected that any neat or rigid schedule can be adhered to, especially during wartime. It would be an ideal situation which would permit each step of the program to be completed before the next one begins. Much of the material must be checked back and forth, and some problems should be scheduled for concurrent study. At the same time, goals for the completion of the work should be established. These goals should be set for the whole program, its major stages of study, and its divisions. At appropriate points the working groups should be given suggestions of the length of time they should allow for the various phases of their work. They should also be cautioned on the need of getting out their material promptly so that it will not hold up other material dependent upon it. For example, first estimates of population must be made before a housing program can be developed.

Whatever time schedule is adopted, it is important to insure steady, continuous study. In Corpus Christi, the Subcommittee on Employment Planning and Training agreed from the beginning of its activities to meet regularly each week at a stated hour. Before the end of each meeting, decisions were reached as to the work and the assignments for the next meeting. Periodically, the Subcommittee reviewed its objectives, in order to measure progress and plan next steps accordingly. It submitted its report to the parent Industrial Committee promptly.

To stimulate this sense of continuity, and to insure coordination and public understanding, arrangements should be made at various stages to meet with other groups, to have public discussions, and to call in consultants, technicians, and others who may be able to add a fresh point of view.

In scheduling the program and in the development of actual plans, it should be recognized that problems are of three types: (1) those that must be dealt with at once; (2) those that are peculiar to the demobilization period; and (3) those that are truly long range. Recognition of this breakdown at the outset of planning activities will do much to keep thinking and action straight.

The motivating interests of local people should be recognized in organizing and scheduling studies and activities. Problems of physical planning may appear most real and immediate to some but not all groups. For example, some people will be anxious to know how developments are to be paid for even before they are sketched out. Accordingly, the city finance officer, possibly with the assistance of local "governmental efficiency" or banking groups, can begin studies of financial resources in preparation for the time when public works or private building will be planned and are to be estimated for costs.

The working groups should be urged, of course, to follow the sequence agreed upon, but in many parts of the procedure there may be alternative starting points. For example, the housing study can be started with a study of the problems of the areas for redevelopment, since it is clear that these must be dealt with at some point. What should not be lost sight of is the relation of the redevelopment problem to city-wide planning. It is important at all times to maintain a comprehensive view of the total planning job so that each part of the work will be timed properly to the progressive development of the plan.

Reconnaissance of the Community

WHY THE RECONNAISSANCE SHOULD BE MADE

A fresh view

People often become so used to the things they see around them that they overlook important problems or ignore some possibilities that might be used in solving them. Often, too, they fail to recognize changes in the community that have taken place gradually without shock to their daily routine. A fresh view of the community as a whole is needed to start planning operations.

Setting directions

It is important to look at the community as if it were being seen for the first time, noting its important characteristics, its assets, and its difficulties. A fresh perspective of the entire area can show wider horizons than had ever been envisioned.

A general survey

The reconnaissance can be used to identify the salient facts and problems that will have to be dealt with now and later. It can be used to mark out tentatively the area to be planned. It can identify the best starting points of attack. It can supply a first general survey of resources.

A fast exposure

In a small or medium-sized city, the reconnaissance should be an operation of a few days. It certainly should not occupy more than a week. General observations can be quickly made of the items the community's plans should cover and the directions the planning should take. The reconnaissance provides a quick glance at the city, and important purpose should not be confused by details.

Making the survey

The local director, or a staff member assigned to the task, should make the reconnaissance and prepare a report presenting the key information noted in the survey. To obtain a birds-eye-view of the existing pattern of physical conditions, an airplane flight can be made, or aerial photographs studied. Trips on the local transit system, or by automobile, can give a ground-level view of the internal workings of various parts of the area. References to maps and documentary materials will provide information on earlier plans and studies. Consultation with officials and community leaders will reveal local thinking on current and future problems. Throughout, notes should be made and, together with maps, freely and quickly drawn, should be incorporated into the reconnaissance report.

STEPS IN MAKING THE RECONNAISSANCE

1. *The first step in making a reconnaissance is to obtain an over-all view of the physical setting of the community, mapping the important natural and man-made features.*

WHAT TO LOOK AT

The geography

Stretches of level land—General slopes—Rivers and bodies of water—Areas of good vegetation—Prevailing winds and other important characteristics of climate

The use of land

Residential—Commercial—Industrial—Areas devoted to public use—Stretches of vacant land

RECONNAISSANCE OF THE COMMUNITY

Important public buildings—Important commercial and industrial structures—Large educational or other institutions—Main traffic arteries and roads, bridges, docks, and so forth

Man-made features

WHAT TO ANALYZE

The number and kinds of people—Minority groups

The people

Crowding in residential or commercial areas—Important concentrations of industrial workers—Areas of sparse population—Areas of recent rapid growth

Where the people are

The transportation network—Major air, rail, road, and water ways leading into the city—Terminals and transfer points—Transit within the area, including parking—Points of congestion

How the people move around

Important changes before the war—Wartime changes—Shifts in population, new housing, and construction—Areas becoming blighted

Changes taking place

2. *The second major step is a general appraisal of how the community makes its living, noting what the community wants changed and what it wants saved.*

WHAT TO LOOK FOR

Number of employees—Kinds of occupation—Products

The major industries

General types—Number employed—The levels of individual incomes

Other occupations and services

WHAT TO ANALYZE

Under-employment—Unemployment—Trend of changes

Prewar conditions

New war industries—Converted industries—Business changes

Impact of the war

Reconversion—Expected changes from prewar conditions—Demobilization problems

Postwar prospects

3. *The third step is to observe the character and quality of living, noticing which services and facilities are good and which are inadequate.*

WHAT TO OBSERVE

Schools—Hospitals—Libraries—Museums—Parks—Churches, so forth

Major public and private institutions

Council of social agencies—Community chest—Citizen councils—Service clubs—Neighborhood groups, and so forth

Community organization

Municipal administration—Independent boards and agencies—Political background—Ties with counties and states

Local government

Local traditions—Local aspirations—Community spirit

Personality of the city

RECONNAISSANCE OF THE COMMUNITY

4. *The fourth step is a canvass of the local resources for planning.*

WHAT TO EXPLORE

Documentary materials

Maps—Plans—Reports—Statistics

Sources of information

Municipal departments and other public sources—Business and labor associations—Research groups—Local newspapers—Local educational institutions—Utility and transportation companies

Individuals

Industrialists and other business people—Community leaders—Officials—Educators and other professional people

INTERPRETING AND USING THE RECONNAISSANCE

The area of planning

1. From the first preliminary survey and analysis it should be possible to decide tentatively the physical area to be planned for. The limits of this area are not to be confused with the corporate limits of the central city; surrounding urban areas that appear to be tied to the central city economically and socially should be included. Later study will seek to define more precisely the area that should form the unit for physical planning.

Organization

2. It should also be possible, on the basis of the reconnaissance, to begin the necessary organization of official and citizen groups to carry out the planning, if this has not been done before.

The organization of the official groups will involve bringing together the departments and municipal agencies to work on common problems. It will also involve arranging for cooperation with national and state agencies directly concerned with planning in the area, or whose policies will have to be considered in the plan, or from whom information might be obtained. Organization of citizen groups will include committees to begin work on specific problems, town meeting and neighborhood discussion groups, and publicity groups.

Schedule of work

3. The third major use of the reconnaissance study is in working up a rough schedule of the stages of work, estimating the time needed to arrive at the first draft of the broad sketch plan and its various parts, and the points at which various people and interests are to be drawn into the work. A plan of who is to do what and when is important. The procedures of planning should be applied to the planning operations themselves.

The points of attack

4. The reconnaissance should reveal the special problems that have to be dealt with during the war and those which the community will face immediately after the war and as a result of the war. It should also point to the long-range goals and problems of the community. It should show what plans have been started, what programs are currently under way. It should reveal what essential data are lacking. From this information, a plan of attack should be made, indicating where and how new studies have to be undertaken and what existing plans and studies can be utilized.

THE PLANNING PROCEDURE

100	THE PEOPLE OF THE COMMUNITY
200	THE COMMUNITY MAKES ITS LIVING
300	THE COMMUNITY AS A PLACE IN WHICH TO LIVE
400	THE GROUND PLAN OF THE COMMUNITY
500	PLANS INTO ACTION

Each section of the procedure outlined on the following pages is arranged so as to be complete on two facing pages. On the left hand page is an outline of "*what to do*," including directly under the heading at the top of the page a short statement indicating *why* the particular step is to be taken, and listing the major aspects of the problem under discussion. On the right hand page is information suggesting *who* may do the work, *how* it is to be done, *when*, and *what* sources of information might be used.

This plan of presentation has been chosen in order to keep the subjects simple but without losing sight of the comprehensive character of the planning procedure. Much detailed technical material has been omitted and this must be obtained from the sources indicated, or with the help of technicians and consultants as noted at several points. For the sake of ready reference, divisions and sections have been broken down into separate items, but each item should be considered in its relation to the whole planning program. For example, questions concerning housing are introduced in the opening population studies—the number of families to be housed, the size of families, and the locations of residential areas; housing is again brought into the study in connection with industrial planning and its position as an important element of local construction activity; housing is then considered in relation to the program of community services; it is studied later on as one of the dominant elements of the land use plan in the study of the ground plan; finally, it is taken up as a programming operation to be coordinated with public works programming.

The presentation is also planned so that those using specific sections of the guide may have at hand at all times a reference check list of all the elements of the continuing planning program. (See explanation of numbering system on Contents page.)

100 The People of the Community

Cities are for people. The prime objective of planning is to create safe, healthy, convenient, and enjoyable places for people to live in, to have jobs, to bring up families, to have privacy, and to have community contacts. Planning starts with the people.

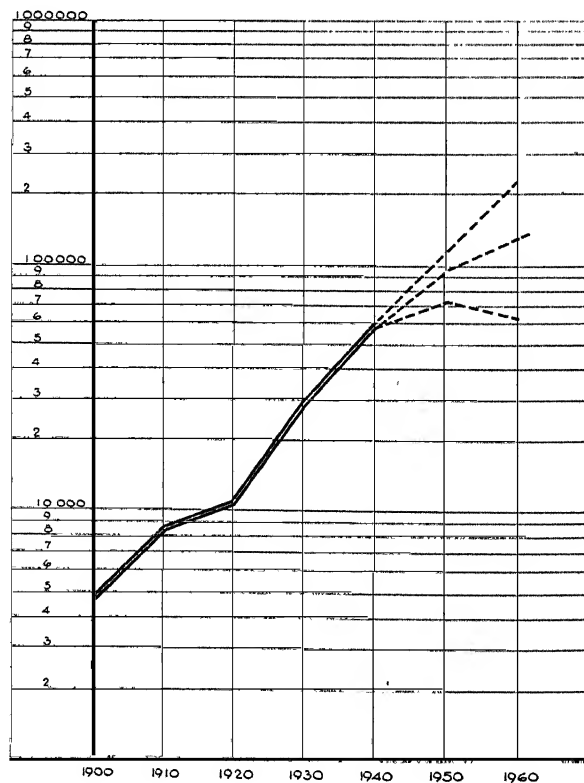
110 THE NUMBER OF PEOPLE

120 THE KINDS OF PEOPLE

130 WHERE THE PEOPLE LIVE AND WORK

GROWTH OF POPULATION

Population curves as shown here are useful chiefly to show graphically the range of possible population changes. The broken lines indicate optimistic, pessimistic, and most probable curves of change beyond 1940. Most cities will follow a curve indicating a leveling off of population. These curves have been determined by examining rates of growth and should be used only as studies of alternative estimates. More reliable estimates should be based on the migration in and out of the community in relation to post-war economic developments as indicated in the sections that follow.



Making a study of the population is essential to an understanding of the needs of a community, its growth, its activities, its services, and its layout. Population data are needed to understand the past and to foresee the future, to know the number and kinds of people for whom services must be provided, and the number that can support the community or must be supported by it.

The general study and the collection of data will probably be the responsibility of the planning staff, when one exists. Otherwise, the assignment may be the responsibility of a municipal department participating in the planning, or of some established agency, such as the local housing authority. Such groups probably have already made some population studies.

There may also be special groups interested in this part of the work. The social science department of a local college or university may offer courses that involve population studies, and the instructor may be the proper person to make a special study as his contribution to the planning program. The telephone and other utility companies are constantly making population estimates and forecasts and are usually willing to share their information and services.

The population study will need to be continuous; it will be used first as a basis for later steps, and then will be modified as the later studies introduce significant new facts and details. For example, the best general estimate of future population with which the planning procedure starts must be verified against the analysis of economic possibilities. It will be necessary to check back repeatedly to see whether the early assumptions and conclusions are supported by the later evidence.

At best, they will remain assumptions, not facts, and may be stated as a range of possibility. Later plans based upon these estimates should be flexible enough to provide for alternate possibilities.

Many of the population facts to be brought together at the start of the planning procedure are significant for steps which may not be taken until much later, depending upon the way in which the procedure is applied in a community.

In studying population, data for the community should be compared with data for the nation, the state, and other communities. More specifically, the percentage of population growth for a metropolitan district should be compared with the percentage change for U. S. Metropolitan District total and for U. S. Urban. Other population facts should be compared with those for cities of the same size and class. In this way, the facts of the locality can be measured against those of region and nation to lead to an analysis of important differences and similarities.

U. S. Bureau of the Census, 16th Census, *First Series, Population Bulletins. Number of Inhabitants*. Individual state bulletins include figures for state, counties, minor civil divisions of counties, all incorporated places, wards in cities of 5,000 or more, metropolitan districts, and tracts in tract cities. (Washington: Government Printing Office, 1943.) Now in 1 vol., 1236 pp.

U. S. National Resources Planning Board. *Human Conservation*. (Washington: Government Printing Office, 1943.) 126 pp.

U. S. National Resources Committee. Science Committee, *Problems of a Changing Population*. (Washington: Government Printing Office, 1938.) 306 pp.

———, *Population Statistics: Urban Data*. Vol. 3. (Washington: Government Printing Office, 1937.) 52 pp.

Ladislav Segoe, *Local Planning Administration*. See especially pp. 75-93. (Chicago: Institute for Training in Municipal Administration, 1313 E. 60th St., 1941.) 699 pp.

110 The Number of People

The first important question a city wants answered is how many people it is going to have. The best guess will depend on many of the studies to be made throughout the planning program. But a first guess, to have a set of working figures to begin with, can be made by analyzing the prospects that can at the outset be seen for the future.

111 GROWTH OF THE POPULATION

Why was the town located where it is and what factors fostered its development? What has been the effect of the war? Which of these factors are now operative?

112 IMMEDIATE POSTWAR POPULATION (FIRST 2 YEARS)

In-migrants—how many war workers can be expected to stay?

Out-migrants—how many who have gone to other war centers can be expected to return?

Armed forces—how many can be expected to return and settle in the city after the war?

113 THE FUTURE—GROWTH, STABILITY, OR DECLINE

Evidence of the figures—population trends, rate of natural increase, and prospects of in-migration and out-migration

Internal evidence—the resources provided by nature and made by man—and the population that these resources can support

Booms and depressions—and other forces working for and against population growth

110 THE NUMBER OF PEOPLE

Accurate estimates of future population are considerably more difficult to make for a community than for a large region or for the nation as a whole. Figures also become more unreliable the further they are projected into the future. Estimates should therefore be considered with a good deal of reserve, even after they have been subjected to tests by evidence of growth other than that of past trends.

111 GROWTH OF THE POPULATION

There are certain dangers which should be avoided. Do not fall into the error of extending a population curve on the basis of past experience. A number of factors no longer effective have been responsible for the large growth of many American cities. Census figures for the 1920-1930 and 1930-1940 periods show that the growth of most of our cities has leveled off. There has been continued growth in the urbanized areas around many of the larger cities.

Do not be misled by gross birth rates and death rates. Some cities having a surplus of births over deaths have actually lost population in the last decade. The growth of some cities has depended upon migration principally from rural areas. It is important to realize that most of the larger cities of the United States are not producing enough children to maintain a stable population. What is known as the net reproduction rate, as distinguished from the gross reproduction rate, shows that a number of cities are producing only about three-fourths of the children needed to maintain a stable population.

Two sets of future population estimates will be needed: (1) an estimate of the population at the close of the war and during the first two years following; and (2) an estimate of long-range growth or decline. Immediate postwar estimates should be stated as alternatives based on varying assumptions as to the length of the war. Long-range estimates should be made for the census years 1950 and 1960, so that they may be compared with long-range estimates for the region and the nation, based on census statistics.

112 IMMEDIATE POSTWAR POPULATION (FIRST 2 YEARS)

Movement of persons into and out of cities during the war period has been the most important factor in their growth or decline. It is difficult to estimate at this point how many of the people who have moved in will remain, or how many who have moved out will return. Migration is

the big unknown in the population pattern. The determining factor in the retention of war migrants will be the economic, industrial, and commercial future of the community. It must be anticipated that in a number of communities with temporary war industries an exodus of war workers may be expected. In other cities where stable industries have been converted for war purposes, or where conversion of new war plants to peacetime production may be possible, estimates must be repeatedly checked throughout the course of the economic studies.

Consult the agencies and companies whose work includes making such estimates: telephone, transit, and utilities companies, the school authorities, municipal departments such as water and gas, and the housing authorities. Refer also to the number of ration books issued, school censuses, and records and forecasts of the U. S. Employment Service and the War Manpower Commission. Determine as nearly as possible how many people have migrated to the locality since 1940. Take into account the number of men and women who have joined the armed forces and who may be expected to return to the locality.

113 THE FUTURE—GROWTH, STABILITY, OR DECLINE

For the long-range estimates, a more detailed analysis of net reproduction rates and in-and-out migration may need to be made, considering the relation of the community to regional and national developments and trends. It may be necessary to turn to expert consultants for aid in making this detailed analysis.

U. S. Bureau of the Census, *First Series Population Bulletins, Number of Inhabitants*. U. S. Summary, Tables 12, 13, 14. State Bulletin in First Series of 16th Census, Population in Table 2. (For information not found in 16th Census, see 14th and 15th Census of Population Bulletins.) (Washington: Government Printing Office, 1943.)

—*Vital Statistics of the United States, 1939*. Part II, Table 8. (Washington: Government Printing Office, 1941.) 2 vols.

Current population estimates may be secured from counts of ration books issued (OPA), local telephone and other utility companies, War Manpower Commission and Bureau of Employment Security, Federal Security Agency. (Draft and enlistment figures from the Bureau of Selective Service are not generally available, except through official sources.)

See also, Ogburn, William F., *War, Babies and Population*. (New York: Public Affairs Committee, 1943.) 31 pp.

Phillip M. Hauser, "Population Shifts and Income Changes." (An address delivered at the Wartime Marketing Conference of the American Management Association, January 15, 1943, Chicago.) Available through the author, U. S. Bureau of the Census, Washington, D. C.

120 The Kinds of People

It is necessary to know many facts about the people besides their number. Not all the facts can be collected at once, but the most important ones can be gathered and organized, and this list can be added to in the course of developing the plans.

121 AGE AND SEX COMPOSITION

Is the population young or mature or aged?
Does it have an excess of men or women?
What is the proportion of unattached persons? Of families of various sizes?

122 MINORITY GROUPS

What proportion of the population is native born?
Where do the in-migrants come from?
What minority groups are represented?

123 HEALTH

What is the balance between birth and death rates?
What are the health characteristics of the community—
which diseases are prevalent?

124 EDUCATION

What proportions of the population have completed grade school? high school? college?

125 OCCUPATIONS

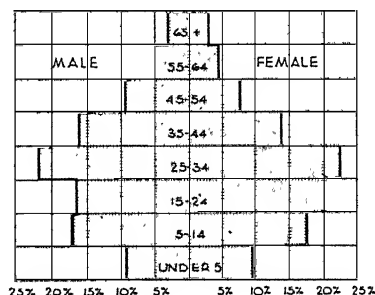
What proportion of the population (of different ages and sexes) is gainfully employed?
What are the special characteristics of employment in the most important industries and occupations?

126 INCOME

What are the income groups by size of income?
What is the cost of living—how does it compare to income?

121 AGE AND SEX COMPOSITION

It is important in determining the potential working population to break down the population by age groups; chances of marriage are affected by the sex ratio (number of men per 100 women); a declining number of children may affect the size and cost of the school plant; the sizes of families will enter into the consideration of the amount and type of housing to be provided. A graphic picture of age and sex distribution can be shown in a population pyramid:



122 MINORITY GROUPS

Data on race and national origin may be important for determining the homogeneity of a city and for spotting some of its problems, since minority groups may offer special employment or health problems, or may be concentrated in different parts of the city.

123 HEALTH

Examine vital statistics of the city and check with the local health officer and with private practitioners to find unusual or peculiar health and mortality characteristics of the community.

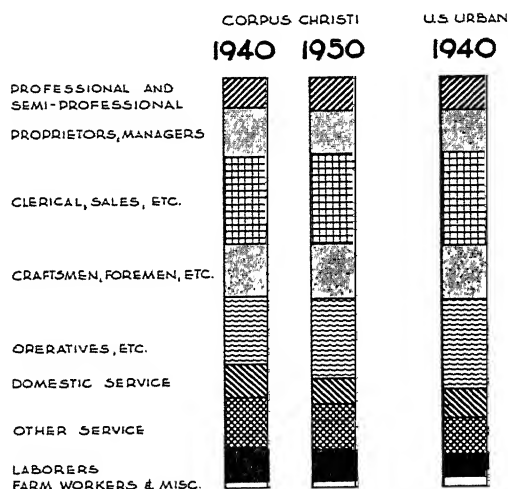
124 EDUCATION

The average number of years completed in school is an index of the cultural level of a community and is also significant as an economic index. It can be used to estimate the standards, the unmet needs, and the possibilities of a community. For example, if high school graduates cannot find local employment, the result may be an export of capital (educational cost of the person) out of the area. It may also lead to out-migration of persons who would be future civic leaders.

125 OCCUPATIONS

Detailed study of the size and character of the labor force is to be taken up in the economic studies. Tabulations, however, can be started of the 1940 figures of persons 14 years and over by employment status, class of work, major occupation group, industry group, and sex. (For study

of changes in the labor force resulting from the war, refer to local or regional representatives of the U. S. Employment Service and the War Manpower Commission.) These data are important for determining the actual and potential labor force of the area, since they give a profile of the economic structure of the community, and show the used and unused resources of skills.



In this chart, the occupational breakdown for Corpus Christi in 1940 is compared with the projected breakdown for 1950 and with the U. S. average for urban areas in 1940.

126 INCOME

Individual income is the best index of economic well-being. It is an index to the soundness of the economic base of a community and reflects the social conditions of neighborhoods within it. Tabulations of incomes by classes and of family income should be made where possible. Estimates of income needed to maintain families at different standards of living are needed in assessing the adequacy of incomes found in a community.

U. S. Bureau of the Census, Second Series. *Population Bulletins, State Bulletins*, Tables 30, 31, 32, 34. Tables 33, 41, 42 give data in occupation and industry groups. (Washington: Government Printing Office, 1943.) 1 vol.

———, *Vital Statistics of the United States*, 1939. Tables 11, 16. (Washington: Government Printing Office, 1941.) For income and cost of living data, see (1) *Statistics of Income*, Section I, put out by Division of Research and Statistics, U. S. Treasury, 1934; (2) 16th Census *Population, Third Series State Bulletins*, Tables 15, 16; (3) U. S. Bureau of Labor Statistics, *Changes in Cost of Living*, September 15, 1941, Tables 7, 10.

U. S. National Resources Committee, *Consumer Incomes in the United States: Their Distribution in 1935-36*. (Washington: Government Printing Office, 1939.) 103 pp.

———, *Consumer Expenditures in the United States, Estimates for 1935-36*. (Washington: Government Printing Office, 1939.) 195 pp.

130 Where the People Live and Work

Other important questions regarding the people of the community are where they live and work, how much they crowd one another, how they are spreading out beyond the city proper, where they move within the city, and where newcomers are going to live. Answers to these questions, like those as to number and kinds of people, should be found early, in order to have available the information that will be needed in the later steps of planning.

131 WHERE DO THE PEOPLE LIVE?

Show past and present population distribution
What are the areas of growth and decline; what areas are occupied by minority groups; and what problems are presented in these areas?

132 HOW CLOSELY TOGETHER DO THE PEOPLE LIVE?

What is the population density in each part of the area?
What are the forces changing density patterns?

133 HOW DO DAYTIME AND NIGHT-TIME DISTRIBUTIONS DIFFER?

What is the relation between where people live, work, and carry on other daytime activities?
How did they get to work before the war? How do they get to work now?

134 WHAT DISTRIBUTION SHOULD BE ENCOURAGED?

Where should future additions to the population live?
What are the possibilities of new neighborhood units?
What density limits should be set up for various parts of the city?

131 WHERE DO THE PEOPLE LIVE?

Much of this material should be shown graphically by maps and diagrams. In studying distribution and density of the population, use census information as given by wards, census tracts, or possibly enumeration districts. Census figures should be checked to see whether increase is due to annexation or to new occupancy of unused land within the city. Peripheral growth can be studied by comparing figures of the inner city with those of the periphery by census tracts or by square miles. Consult the local telephone company for its estimates by districts.

132 POPULATION DENSITY

Density figures should be reported by the number of persons per square mile for large areas and by the number of persons per acre for small areas. Care should be taken to eliminate from calculations large areas of non-residential land. In studying changes use percentage changes by areas.

133 POPULATION DISTRIBUTIONS

The night-time distribution can best be noted in the distribution of homes. Daytime distribution will relate to the location of industries and the major shopping and business areas. Esti-

mates can be made by subdivisions, by neighborhoods, and by place of employment to show the major groupings of people and the relation between these groupings. Consult local transit companies and local traffic departments for information concerning concentrations of workers, shoppers, school population and note other important groupings in relation to theater districts, sports, and recreation activities. Make a diagram showing the relation between homes and places of work, making notes of routes of travel, time spent in travel, and other problems that must be considered later in the plans for transportation and other physical arrangements.

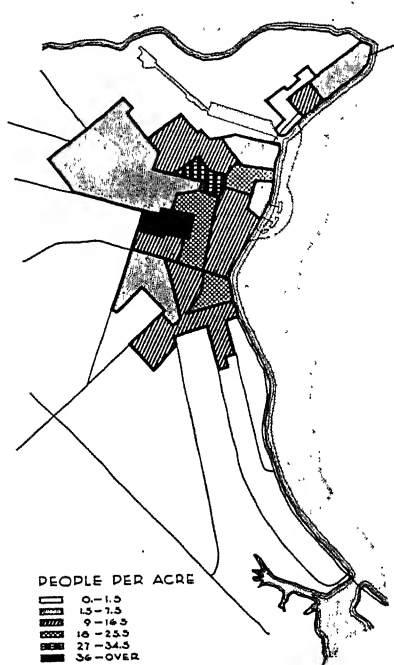
134 FUTURE DISTRIBUTION

Diagrams can be used to show what population shifts are taking place or are likely to take place. Future densities can be studied at this point to show how many families per acre it will be desirable to have in different parts of the area.

U. S. Bureau of the Census, 16th Census. *First Series Population. State Bulletins*. Tables 6, 8. (Washington: Government Printing Office, 1943.)

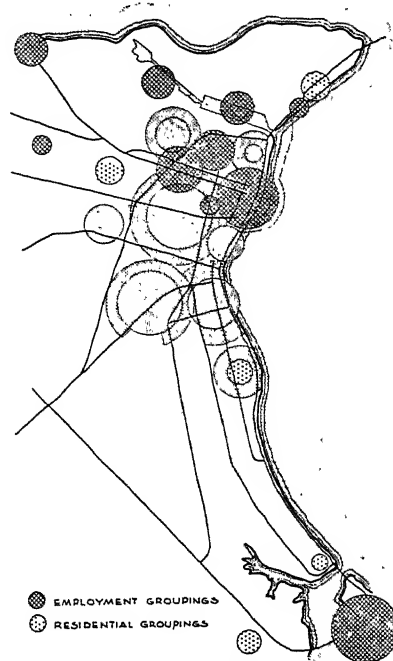
——, 16th Census. *Metropolitan Districts*. Density figures for the district, city, and area outside the city, with percentage changes. (Washington: Government Printing Office, 1943.)

——, Housing Census 1940. *Housing Supplement to the First Series. City Bulletins*. (Washington: Government Printing Office, 1943.)



DENSITY MAP—CORPUS CHRISTI 1940

This map was made from information obtained from the 1940 Census according to enumeration districts. It was used as a basis for study of desirable future densities for various parts of the city.



DISTRIBUTION MAP—CORPUS CHRISTI 1942

This map was made to study the centers of population in relation to residence and place of work. It was used in analyzing origin and destination for the transportation and transit planning, for the study of industrial relocation, and for the study of neighborhood development.

200 The Community Makes Its Living

There are a number of reasons why communities attract and hold people, but the basic factor is job opportunities. People live where they can make a living. Accordingly, it is necessary to plan for industrial development and for trade and other economic activities.

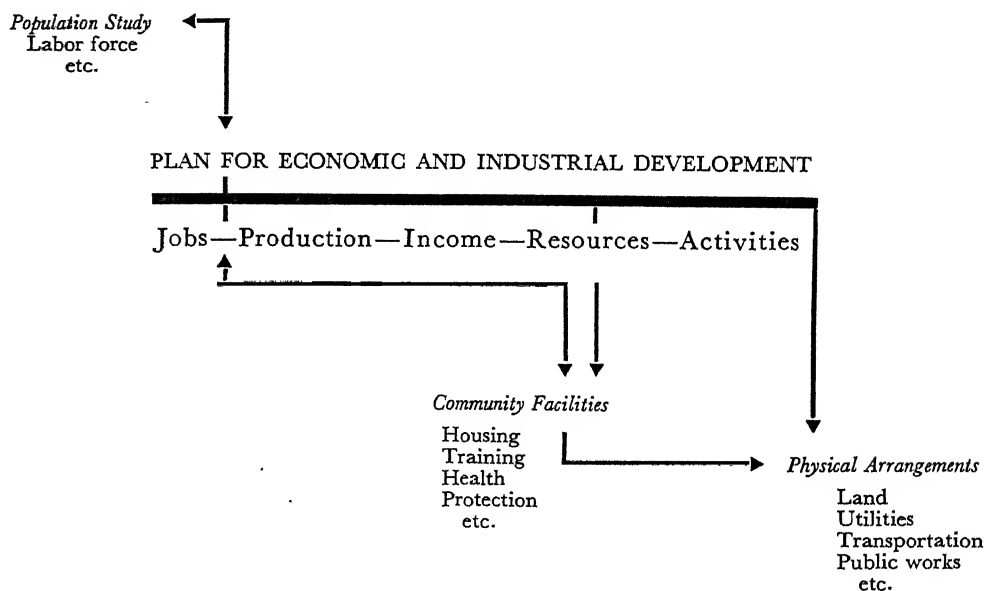
210 GOALS OF ECONOMIC WELL-BEING

220 PROSPECTS FOR REACHING GOALS

230 THE STRATEGY FOR ECONOMIC DEVELOPMENT

240 LAYING OUT THE ECONOMIC PROGRAM

250 THE CAMPAIGN OF ECONOMIC ACTION



Ties between the economic and the other studies of the planning program

Over-all planning for economic development may be a new undertaking for many communities. The problems in a great many localities will be those of conversion from war to peacetime production, recapture of activities lost because of the war, modernization to meet new forms of competition, and possibly the liquidation of unprofitable or undesirable activities.

Sound economic planning must take into account not manufacturing alone but all activities—trade, services, agriculture, transportation, and so on. The community will have to think of its greater economic area and not merely of the central city. It will have to think of its place in the regional and national economy and its relation to international trade.

Many communities will feel that even though they can draw up a desirable plan for economic development they will not be able, as a community, to do very much about carrying it out. But a community *can* do something to guide its economic development. It can, first of all, make clear what it wants and what it does not want. It can then take measures that will encourage desirable activities to come in, desirable existing activities to prosper, and undesirable activities to stay out.

The community can work out a comprehensive planning program so that private citizens and corporations, well informed about their own enterprises, may gain a broader perspective and a long-range view for their own programs and decisions. Such a program may aid in integrating the activities of private enterprises with the total development of the community.

Comprehensive economic planning calls for local business and industrial leadership of broad vision. In some cities special postwar committees have been formed by the Chambers of Commerce; in other cities industrial committees or associations serve. Elsewhere special mayor's committees or regional committees representing larger urban areas have been established. In some localities, groups have been formed by the Committee for Economic Development.

The group directing the economic planning will need to farm out many of the studies, either by setting up subcommittees, or by calling on bankers, labor leaders, real estate men, other local businessmen, and industrialists to contribute their knowledge of their industries or unions and their judgment of prospects and possibilities.

Technical assistance will be needed in collecting and analyzing statistics and in writing reports. The staff members, professional departments, and research bureaus of a local college or university may give much help.

Information can be secured locally from the Chamber of Commerce, from business and corporation officials, and from other individuals. Data can also be obtained from state departments and agencies, universities, extension services, and planning boards. National sources include: the National Planning Association, representing industry, labor, and agriculture; private business associations; research and reporting firms; and federal government agencies. Compilations of data are being prepared for many localities by the Bureau of Labor Statistics, United States Department of Labor. Where such compilations have been prepared, they may save much time and study.

"An Economic and Industrial Survey of the San Francisco Bay Area," by Robert D. Calkins and Walter E. Hoadley, Jr., California State Planning Board, 1941, is an illustration of the kind of economic study that may be made.

210 Goals for Economic Well-Being

In order to plan for economic development we must set our sights on the goals we are shooting for—jobs for all persons able and willing to work, a variety of jobs to meet the needs of people with different skills and abilities, maximum production to make the best use of resources and provide the highest possible levels of income, and a business situation that minimizes the evils of inflations and depressions.

211 FULL EMPLOYMENT

How many people will be employed at the peak of war production?

How many will need jobs during the demobilization period?

What jobs will be needed for women, for youth, for under-employed minority groups?

212 A HIGH LEVEL OF PRODUCTION AND TRADE

What will be the best utilization of human and natural resources?

What expansion of trade is desirable?

213 A HIGH LEVEL OF CONSUMER INCOME

What are the highest levels of salaries and wages that can be expected consistent with good working conditions and social security?

What more equitable distribution can be made of income in the community?

How will high levels of income locally relate to expansion of trade and support of local services?

214 A FLATTENING OF SEASONAL AND CYCLICAL FLUCTUATIONS

What seasonal part-time work must be provided, what seasonal under-employment must be eliminated?

How can booms or depressions in employment and production be compensated?

National goals of employment, production, and income are now being developed to meet the demands for jobs, goods, and services after the war. Each community should set up corresponding goals for itself, interpreting national objectives in local terms so that the community will receive its full share of the national program and in turn make its full contribution to the national economy.

The task of translating these goals into specific figures and programs belongs to the committee or group in charge of the economic study. It will have to consult the local representatives of business, industry, finance, government, labor, the minority groups, and others to help appraise the local situation and estimate goals and possibilities. It will have to call on economists and technicians to prepare and analyze specific figures. But it will be the responsibility of the committee to think through the over-all figures and proposals and adopt the goals to work toward.

Goals should be set by applying the best available judgment to existing information and figures. As the study progresses, the goals can be revised in the light of better and more detailed information. What the community desires can be adjusted to what is economically feasible. Drawing up the goals provides a setting for the more detailed study of prospects and the working out of a strategy of economic development to follow.

V. B. Stanbery, "Evolution of a Regional Development Plan," pp. 3-10. *Planners Journal* 8: July-September, 1942, (Chicago: American Society of Planning Officials).

U. S. National Resources Committee. *Research Committee on Urbanism, Our Cities—Their Role in the National Economy*. (Washington: Government Printing Office, 1937). 37 pp.

211 FULL EMPLOYMENT

Each community should estimate the size and character of its future labor force (people who have work plus people who seek work) and set its goals for the full employment and security of this labor force.

1. Examine the major groups of employment of prewar years, the changes and the peak of employment during the war, the probable postwar conditions, and the long-range trends.

2. Adjust the percentage of future population in the labor force in terms of maturing population, retention of women in certain kinds of work opened up to them during the war, retention of a proportion of war workers and military personnel new to the area, return of people from war work elsewhere, and return of men and women from the armed services.

3. Estimate the labor force, considering the distribution of employment in the major activities, the distribution between male and female workers, the opportunities for youth leaving school, the opportunities for minority groups, and the availability of part-time jobs.

U. S. Bureau of the Census, *1940 Census, Second Series Population Bulletins*. Manufactures, 1939 City Summaries, industry reports—available for all states and the District of Columbia. (Washington: Government Printing Office).

U. S. Bureau of Foreign and Domestic Commerce. *Census of Business, 1935*. (Washington: Government Printing Office, 1937.) 37 vols., variously pagged.

Further information is available through the U. S. Employment Service, the local Chamber of Commerce, and labor unions.

212 PRODUCTION AND TRADE

The community should estimate how much it can recapture or increase its trade and industry. Resources both natural and man-made will have to be considered so that labor and skills, raw materials, technology, power, and plant and other facilities will be used efficiently for increased productivity and the provision of additional services. The relation of the area to the nation and the relation of local goals to the estimates of national prospects for various industries should also be taken into account.

1. Analyze principal products and services whether manufactured products, wholesale or retail trade, resort trade, government, or other.

2. Review the prewar production pattern and figures, determine the changes due to the war, and project estimates for the postwar period. Estimates of individual firms will buttress the over-all figures. Consider the possibilities with reference to the conversion of war plants, the rehabilitation of business war casualties, and the acceleration of public and private construction and housing deferred on account of the war.

See sources listed under 211.

213 CONSUMER INCOME

Levels of individual income should be such as to ensure the highest possible purchasing power in the community and to make it possible for all groups to contribute their share to the support of municipal services.

1. Study wage and salary incomes received in the community, by income groups and by family.

2. Compare with estimates of income needed to maintain families at different living standards, and schedule wage and salary returns sufficient to allow each family to maintain itself with adequate food, clothing, shelter, security, education, and other cultural opportunities. (See 126.)

214 SEASONAL AND CYCLICAL CHANGES

Fluctuations in the principal occupations and industries should be studied.

1. Study curves of employment 1929 through 1939, and analyze changes in employment and manufacturing due to war activity. Compare data for the city with those of other cities important in the industry and with data for the nation. Note whether the industry is a growing or declining one at the national level. If seasonal movements are marked, study the major manufactures and businesses separately.

2. Where seasonal changes are important in the community, programs for compensatory part-time employment must be worked out, when other solutions cannot be reached. Similarly, consideration should be given to the organization of productive public work and service programs as balance wheels to business and industrial upsets. (See 240.)

220 Prospects for Reaching Goals

The hopes of a community must be grounded in its possibilities. Its well-being will depend on its resources—natural and man-made—on the skills and leadership of its people, on its position in competition with other areas, and on the economic health of its region and the nation. A balance sheet of resources and prospects must be drawn up as a measure of how far the community can and should go and what it can and should do to reach its goals.

221 THE NATURE OF LOCAL ECONOMIC ACTIVITIES

What are the most important activities in terms of persons employed? In terms of product? What was the situation before the war and what has it become during the war?

To what extent are these activities tied in with the natural geographic features and physical resources of the locality?

What are the local resources of finance, labor, management, leadership, "know how?"

222 IMMEDIATE POSTWAR PROSPECTS FOR REACHING GOALS

What will be the relation to total employment of:
 continuance or stopping of war-born activities?
 resumption of activities stopped by the war?
 new activities to be started after the war?
 necessary public or private construction?

What employment do present employers expect to provide?

What is the immediate prospect for local industries in view of national prospects and relative local advantages?

What problems might arise from time-lags in preparation of plans or in conversion of plants and labor skills?

223 PROSPECTS FOR LONG-RUN DEVELOPMENT

What are the long-run strengths, weaknesses, and prospects of the dominant local activities?

What possible new activities may be introduced to complement or take the place of existing activities? To make better use of local resources?

How does or may the community compete with or supplement other cities in the region?

How will changes in trade routes of the the air affect community?

How adaptable are plant facilities to foreseeable new industries or production methods? What training programs will be needed to adapt labor skills?

In working out the goals, existing and possible economic developments have been given general consideration; here they need to be given more thorough and searching study.

Reports and briefs should be prepared on the resource pattern of the area; on community problems related to industrial development; on individual businesses and industries and groups of industries.

Some technical studies may have to be scheduled for later detailed consideration. A general study and report, however—based upon existing information from the Chamber of Commerce, local business and industry, other local sources, and state and federal sources—should be completed at the earliest possible date. By organizing appropriate subcommittees, and by calling upon local people to participate in studies within their own fields of interest, a great deal of economic territory can be covered.

221 LOCAL ECONOMIC ACTIVITIES

Analyze the occupations that form the economic base of the community. Find the number, and the percentage of total labor force employed, of those engaged in:

- Extraction (agriculture, fishing, forestry, mining)
- Manufacturing (by industry)
- Business (wholesale and retail trade, finance, real estate, and so forth)
- Construction (residential, commercial, industrial, government)
- Transportation, communication, and other utilities
- Services (domestic, clerical, professional, educational, and so forth)
- Government (local, state, federal)

This analysis will reveal the dominant activities of the area. The important occupations of university and resort centers will be indicated under Services, of port cities under Transportation, of state capitols under Government.

Analyze the principal products (or services) exported from the area and the principal products and materials imported into the area.

From the analysis of occupations and principal industries and businesses, prepare a report describing the economic structure of the area; its position in relation to comparable or competing cities; the position of its industries in relation to these industries nationally; the forces within and outside the area affecting the local economy; the cyclical and seasonal stability of local enterprise; and the other points of weakness and strength. (See 126, 200, 211, 212, 213.)

Prepare a report on resources, including maps and charts, showing:

1. Geographical position—climate, natural land and water routes, and so forth.
2. Natural resources—including such items as minerals, water, soil, vegetation, forest cover.
3. Industrial and energy resources—plants, power, fuel.
4. Transportation facilities—harbor, rail, road, air, terminal, storage.

5. Labor supply—management, skills, training, age, distribution.

6. Community facilities—capital, housing, amenities, markets, sites, political and institutional factors.

The analysis of resources should point up favorable and unfavorable factors and practices, such as depletion, conservation, or misuse of resources, efficiency of operation, labor relations, the strength of local capital, absentee ownership, freight rates, productivity of labor and plants, and governmental policies.

U. S. Department of Agriculture, *Yearbook of Agriculture*, 1894—date. (Washington: Government Printing Office, 1894—date.)

—, *Atlas of American Agriculture, 1917-1935*. (Washington: Government Printing Office, 1936.) 8 vols.

U. S. Bureau of Mines, *Minerals Yearbook*. (Washington: Government Printing Office, 1932—.)

U. S. War Department. Corps of Engineers, U. S. Army. Studies of individual ports.

U. S. Weather Bureau, *Atlas of Climatic Types in the United States*. (Washington: Government Printing Office, 1900-1939.)

U. S. National Resources Planning Board, *Energy Resources and National Policy*. (Washington: Government Printing Office, 1939.) 435 pp.

—, *Locational Policies for Industrial Development*. (Washington: Government Printing Office, in preparation.)

U. S. National Resources Committee, *Drainage Basin Problems and Programs*. (Washington: G. P. O., 1936.)

Further information is obtainable through the Market Research Studies of the U. S. Department of Commerce, the U. S. Geological Survey, state planning boards, state extension services, state university research bureaus, Chambers of Commerce, labor unions, industrial managers, railroad and airline officials, trucking firms, and trade and business associations.

222, 223 PROSPECTS

In making the studies listed below, each community will need to distinguish and select those factors that will be of immediate post-war concern locally, those that will have both immediate and long-range effects, and those that are purely of long-range character locally. Study and prepare reports on:

1. Prospects for reemployment of demobilized men.
2. Conversion of war plants.
3. Resumption of public and private construction.
4. Distribution and dispersion of industry.
5. Migration trends.
6. Changes in transportation.
7. New technology, products, and methods.
8. Available capital and investment opportunities.
9. Local, regional, and national markets.
10. Competitive position of the region and area.

These reports should point up the problems and programs of development, the potentialities of unused or uneconomically used resources, the obstacles to achieving goals, the advantages of location, and the progressive or other attitudes of the community. A general report based on these studies should summarize the assets and liabilities of the community for immediate and for long-range development.

230 The Strategy for Economic Development

When goals have been set and prospects of reaching them examined, a grand strategy for attaining those goals must be laid out. Should the community try for greater diversity in activities? Should existing activities be expanded? Should outworn or unhealthy industries be modernized or liquidated? What are the points of attack? What fronts have to be opened up?

231 DIVERSIFICATION OR CONCENTRATION

What diversification of activities should be encouraged?
Should there be greater diversification within industries?
Should the community concentrate its efforts on one or more of the possible activities?

232 EXPANSION OR CONTRACTION

How can existing industries be expanded by:
new activities?
additional stages of processing?
development of closely related processes?
higher productivity?
Should any expected contraction of existing activities be planned for in:
alternative activities?
reduction of population?
contraction of services or facilities?

233 CONVERSION OR PRESERVATION

What assets can be preserved through conversion or modernization of processes?
What resources must be conserved? What shortages have to be made up?

To illustrate the working out of a strategy of economic development, the experience of one city will be cited briefly and in general terms.

THE ECONOMIC STRATEGY FOR CORPUS CHRISTI, TEXAS

The Corpus Christi area has been one of unusually rapid growth. Its resources consist of: a rich agricultural base; enormous gas and oil deposits; a favorable geographical position; trade and shipping services for a large region; and a new and progressive population.

The area has prospered through a series of successive booms: the building of its port, the introduction of a large-scale chemical industry, the discovery of oil, and the establishment of a major naval air training station. Its war manufacturing activities are of a kind to continue practically uninterrupted into peacetime production.

The pattern of its resources indicates that its economy should be highly diversified. Its present diverse activities include transportation (the port); manufacturing (chemicals, oil refining); distribution (both wholesale and retail trade); extraction (cotton, vegetables, cattle, oil and gas, fishing); resort (climate, hunting, fishing, boating, bathing); defense (naval air base); and construction (growing urban area).

The character of the resources suggests not only diversification of activities but diversification within them. For example, manufacturing can be broadened from large-scale industry to smaller-scale fabrication involving the finishing of consumer products and including crafts. The skills of the local Latin-American population will be especially valuable in developing crafts.

The prospects also indicate expansion of activities. Agricultural production needs to be projected into industrial processes: cotton and other fibers into textiles, cattle into meat packing, vegetables into dehydration and other food processing, castor bean and similar plant production into plastics. Transportation can be expanded with the completion of the Intra-Coastal Canal, the development of air transport, and the coordination of terminal facilities. Manufacturing can be expanded with the use of natural gas both as a cheap fuel and as raw material; it can be linked to the possibilities of light metals fabrication in the Texas coastal area. Construction must increase materially to meet the shortages of housing, tourist accommodations, utilities, and public works.

The strategy of this city was therefore worked

out in the direction of broad diversification and expansion. The points of attack were established. For example, the opening front in the development of the resort trade is at the new and as yet undeveloped Bayfront, and extends to the regional opportunities of Padre and Mustang Islands nearby on the Gulf of Mexico, the hunting and fishing grounds adjacent to the north, and the state parks inland. The strategy is rounded out in the prospects of possible growth of trade with Central and South America.

OTHER FACTORS IN STRATEGY

The Corpus Christi strategy is for a fast-growing city which is expected to retain its wartime growth and to continue its prewar development in line with the regional trend. Other communities will have to work out different strategies according to their local and regional objectives, resources, and activities. The strategy for a university town may well be continued concentration on its position as an educational center. The strategy for an old manufacturing city may be conservation or even contraction. Or a city may work out a scheme of modernization or substitution of new industries for old, such as the plan developed in Manchester, New Hampshire. The strategy may be directed toward higher productivity or the use of special skills. Again, it may be limited by certain basic resources, such as water supply.

The community will also have to think through its strategy in terms of new weapons of technology, new products, new methods of fabrication, new means of transportation. It will need to keep informed as to industrial, trade, and other economic changes. In this way it can revise its strategy to meet national as well as regional trends and fit its program to changing conditions such as shifting markets and the opening of new frontiers as in the service and distributive occupations.

The strategy that is worked out should be reviewed and checked as details of the program and campaign of action are developed. The feasibility of some developments and the problems that may arise in working out the tactics of action may call for some modification of parts of the strategy. Alternatives will have to be considered. The strategy for meeting the immediate postwar period may have to be substantially different from that for the long-range development of the community. The long-range view, however, should constantly be borne in mind.

240 Laying Out the Economic Program

There will be a large area in the production and distribution of goods and services in which private enterprise should operate. There will also be an area in which public enterprise must operate, such as in the building of schools, roads, parks, and other public works, and in providing education, health, safety, welfare, and other public services. A program must be worked out which will include both private and public undertakings so that each will complement, support, and encourage the other, and make its own best contribution.

241 PROGRAMS FOR PRIVATE ENTERPRISE

Programs for industrial groups such as manufacturing,
construction, and wholesale and retail trade
Plans for specific enterprises
development of existing industries
new industries to be encouraged
conversion of war industries, plans, and skills reaching
wider markets
Estimates of capital requirements—sources of capital

242 PROGRAMS FOR PUBLIC ACTION

What new public services and works are needed?
How much employment may they be expected to furnish?
What public utilities and services should be provided
to aid private industry?
How may the community be made attractive as a place
in which to work and live?
What problems of taxation and public finance are raised
by programs of public action?

243 FACILITIES NEEDED

What sites are suitable for new or expanding industries
and for workers' homes?
What additional utilities, water, power, and transporta-
tion facilities should be provided?
What additional research, education, and training are
needed?
What additional capital, leadership, management?

244 COORDINATION OF PRIVATE AND PUBLIC PROGRAMS

How may collaboration on common problems best be
secured?
How may the programs developed by different groups be
fitted together so as to provide a comprehensive plan?

After a strategy has been evolved, based on the goals and prospects for the community, the next step is to work out the programs of development in specific proposals. Indicate what ways are open to economic development by identifying which problems have to be met as physical problems and which by financial, governmental, educational, legal, or civic activities. Prepare reports and charts to outline who can and should act, what problems they should act on, and how they may take action.

241 PRIVATE ENTERPRISE

Study and prepare recommendations relating to:

1. Capital investment—use of local capital, need for imported venture capital.
2. Individual enterprises:
 - a. Productive industries—consumer goods, processed goods, fabricated parts.
 - b. Distributive activities—such as stores and shipping.
 - c. Service activities—such as shops, banking, the professions.
3. Groups of industries—kinds of manufacture, linked or related industries, use of waste materials or by-products, lines of activity that should be encouraged or avoided.
4. Industrial locations—cost of land, utilities, distribution of sites.
5. Development of markets—servicing of the market area, addition or improvement of markets.
6. Transportation—air developments: terminal, transfer, and storage facilities; needs of improvement of the transportation system in matters of consolidations and radial and circumferential circulation; equipment.
7. Technology—effect of new means of communication; television, telephoto, radio phone; new materials; prefabrication.
8. Skills—labor, managerial, professional; training facilities and programs; improvement of employment agencies and services; vocational guidance.

Most of these programs can be developed in the form of industrial briefs prepared by industrial engineers of local firms, university people, staff technicians, or in some cases by experts called in for consultation. Each program can identify:

Direction and extent of development
 Ways and means of implementation
 Leadership needed
 Research needed
 Shortages of men, money, materials, knowledge, and facilities

242 PROGRAMS FOR PUBLIC ACTION

Public programs can be directed toward the creation of living and working conditions that will favor economic development. Study and prepare recommendations relating to:

1. Community aids to industry.
 - a. Policies
 - A stable financial program
 - An equitable tax structure
 - b. Services

Public programs can be directed toward the provision of services that aid economic development. For example, the local school system can gear part of its program to meet the training needs for local industrial development—pre-service, in-service, and conversion training. Public programs can also help to provide adequate fire and police protection and conditions favorable to a healthy working force.
2. Public enterprise.

Programs should be prepared for those public activities which are integral and significant parts of the local economy, such as:

 - a. Construction and operation of public works
 - b. Provision and maintenance of services

243 FACILITIES NEEDED

Prepare a report, including maps and diagrams, on the facilities needed to carry out the programs; indicate which are to be provided through private action, which through public action, and which by collaboration. Indicate which facilities must be expanded, which replaced or improved, which abandoned; for example, deepening channels, dredging harbors, changing river courses, relocating routes, widening roads, consolidating railroads and terminals, improving radial and circumferential circulation, creating adequate water or, in some instances, adequate power supplies, providing training centers, working out in-service training programs, improving institutional facilities.

244 COORDINATION OF PROGRAMS

Private and public enterprise can accomplish much by working together in certain sectors of the economy:

1. Public undertakings can be planned to facilitate private business. The plan for Tacoma, Washington, calls for the large-scale acquisition and development of tidal flat lands in the improvement of port and industrial site facilities to be used by private industry.
2. Productive public works and services can be a strong factor in the business health of the community:
 - a. In the employment they provide.
 - b. In the balance they can give to private industry, particularly in times of business depression.

Conferences and consultation between municipal, school, health, and other agencies, and owner, managerial, engineering, and labor groups should do much to clear the ground, work out the programs, arrive at recommendations, and implement the proposals.

250 The Campaign of Economic Action

The goals of employment, production, and income, and the program and facilities needed to achieve them under the grand strategy, should be drawn up as a comprehensive plan. This over-all economic plan should then be broken down into programs of things to be done now and those to be done later. Not all the goals can be reached at once and wise planning will put first things first.

251 THE OVER-ALL ECONOMIC PLAN

- Prepare a draft of the general plan for economic development
- Prepare technical supplements, including inventory of resources, industrial briefs, and individual reports
- Work out the procedure of action, including adoption of the plan, follow-up studies, and detailing

252 STAGES IN ITS ACHIEVEMENT

- Steps to be taken during wartime
- Plans for the demobilization period
- The long-range programs—6- and 20-year plans

251 THE OVER-ALL ECONOMIC PLAN

Draft the best possible statement of the plan for economic development on the basis of the goals, prospects, and programs that have been worked out. Organize this statement to include:

1. An explanation of the strategy adopted.
2. A restatement of goals.
3. A general description of private and public programs.
4. A description of the implementation needed—facilities and services.
5. An outline of the stages of operation. (See 252 below.)

Along with this statement of the plan there should be:

1. An inventory of resources and programs. Give the facts and figures and a description of possibilities and include the industrial briefs and individual reports—all in the form of a technical supplement to the plan.
2. An outline of next steps to be taken. Not all details can have been covered in a relatively short time. Stock-taking at this point should show the gaps in information, the subcommittees that have to report or may have to be organized, and the programs that have to be worked out.

There may be a temptation to hold off arriving at a general plan until all the details are in. The over-all plan, however, should not be lost in the details. At this stage the draft of the economic plan should be adopted by the sponsors of the planning program as a base for continuing work. At various later stages it should be reshaped so that it will be dynamic and capable of adaptation to changing conditions and events.

252 STAGES IN ITS ACHIEVEMENT

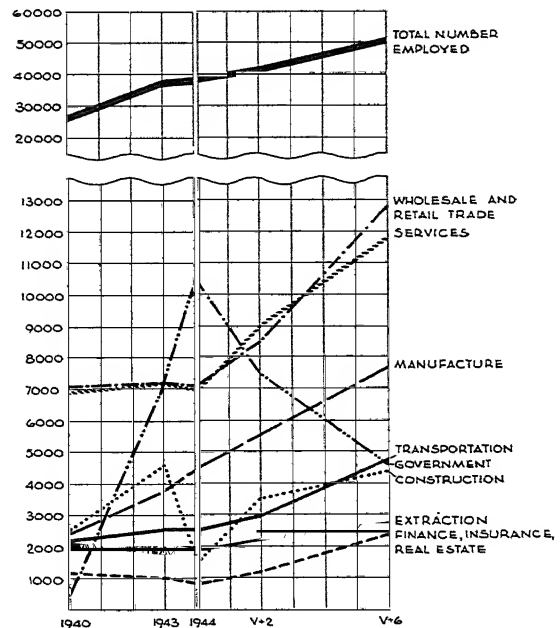
Work out a time schedule for putting the proposed programs into effect:

1. During the war period probably the most profitable and feasible program of action that can be planned for is the continuance of planning itself. Events may, however, make it necessary before the war ends to undertake programs planned for later action. And the community may have to face a number of wartime adjustments. Continuous planning will help prepare to meet such contingencies. But the war period is the time to plan for the retraining of workers, the reabsorption of men into the community, the conversion of war plants. It is the time to undertake all possible research into methods, processes, products. It is the time to start blueprinting projects and programs which have had to be deferred but which can be decided on as necessary and desirable. The wartime period should also be used for organization.

2. The programs for the demobilization period should try to identify the undertakings that can be started immediately at the end of hostilities, the facilities that can be used immediately, and the adjustments that will have to be worked out during the period. This program should be planned for a period of two years after the war (V+2) and should take account of local, regional, and national adjustments.

3. Schedule the long-range programs for a 6-year period after the war (V+6) and for a longer period, such as 20 years. The 6-year period should permit sufficient time for the special readjustments of the V+2 period to be worked out and for longer-range programs and works to be developed. The 20-year plan is needed to give the long-range perspective for development into which the early proposals and actions can be fitted. The 20-year plan will, of course, be more general and in some respects more easily drawn up.

As economic planning continues and is integrated with the other elements of the comprehensive planning program, the various programs (V+2, V+6, 20-year plan) can be scheduled in more detail and by years.



EMPLOYMENT TRENDS—GOALS—CORPUS CHRISTI

This chart was designed to show the number employed according to kind of economic activity as given in the Census of 1940, trends of employment through 1944 based on local estimates, and goals for periods two and six years after the war, based on analysis of trends, resources, and postwar and future prospects for development. Similar studies were made for production goals, capital requirements and other aspects of the economic planning.

300 The Community as a Place in Which to Live

The next major stage following the study of the people and the ways in which they can make their living is to plan for the conditions under which they want to live together. This planning will include a study of the services and programs that favor healthy physical, mental, and spiritual growth. It will mean the creation of an environment that stimulates interest in work and responsibilities, and gives satisfaction in living.

310 GOALS FOR INDIVIDUAL AND COMMUNITY WELL-BEING

320 THE HOME AND THE NEIGHBORHOOD

330 EDUCATION AND CULTURAL DEVELOPMENT

340 RECREATION

350 COMMUNITY HEALTH

360 PUBLIC SAFETY

370 COMMUNITY WELFARE SERVICES

380 AN OVER-ALL PROGRAM OF COMMUNITY SERVICES

An old, old argument runs: "Do we live to work, or work to live?" Certainly jobs and adequate incomes for a maximum number of people are basic to the "American standard of living," but to achieve a high standard the community itself must be a good place in which to live. It must offer good homes and neighborhoods, a chance for children to become good citizens, and an opportunity for personal development and participation in community life.

It is more difficult to "see" social and cultural problems than it is to recognize physical or economic problems, and it is even more difficult to evaluate and to deal with them objectively. Some specific and accepted standards may be found, but many goals will have to be based on the desires of the community and its people and will need to be stated in somewhat general terms. Nevertheless, wherever possible, recommendations should be specific—and acceptable to a large majority of the people.

In this division of the planning procedure, programs for housing, education, recreation, health, public safety, and welfare are made and related to each other in view of the goals for community life.

As in other divisions of the planning program, it is recommended that there be a determination, first, of what the people of the community want. Existing conditions should next be analyzed to see how nearly they approach these goals. Recommendations should then be made for necessary and practicable changes. In each field within this division, attention should be given to the variations in needs and their satisfaction among the parts of the community.

Although the social and cultural program has been broken into categories, their interdependence must constantly be kept in mind. This whole division of planning might be under the supervision of an inclusive organization, such as the local council of social agencies, whose function it would be to coordinate the work of the several groups in the various fields. In Corpus Christi, the leadership was taken by the Council of Community Agencies, which represented many of the official governmental units as well as the private social agencies. In Salt Lake City, this part of the program was coordinated by the Planning and Zoning Commission and the Zoning Engineer, under the general direction of the City Commission. Organizations which should take part in the program are noted in later sections.

In this, as in the other parts of the planning procedure, it is desirable to determine what can be done by local people and with local resources, and when it will be necessary or advantageous to turn to outside consultants for the analysis of problems and the development of programs.

Many data are available for making the study. Review the population facts showing number, density, health, age, sex, education, occupation, migration, and other characteristics of the people of the area. (See 100, 110, 120, 130.) Data must be carefully selected to prevent piling up a welter of statistics which cannot be digested and used within the time limit of the operation. Some non-local figures may be used for comparisons. These may be for the nation, the region, and for comparable urban areas.

As aids to rating the social and cultural life of the community and to defining its problems, the following publications may be useful:

- Joanna Colcord, *Your Community*. (New York: Russell Sage Foundation, 1939).
Let's Make a Study. (New York: Community Chests and Councils, Inc., 1942).

310 Goals for Individual and Community Well-Being

It will be well first to make clear what is desired in urban community life, what stakes are involved, and what specific objectives the people want to reach. A set of standards and policies should be set up to guide the working out of a community plan. These standards and policies should take into account the local opportunities that may give the community its unique or special character.

311 THE BROAD SOCIAL OBJECTIVES

- For the family as a unit
- For child development
- For health and physical development
- For cultivation of individual abilities and personality
- For citizenship
- What social organization can accomplish these objectives?

312 STANDARDS TO FIT THE OBJECTIVES

- What standards best fit local conditions?
- Study relationships between physical facilities, budget, personnel, and administration, and relationships between the different services.

313 POLICIES

- What kind of environment is wanted?
- What should be the relationships of schools, health centers, play-grounds, and neighborhood unit design?
- What forms of cooperation between different institutions and agencies are desirable?
- What should be the division—or integration—of private and public responsibility for social and cultural institutions in regard to:
 - planning?
 - financing?
 - construction?
 - maintenance?
 - administration?

311 THE BROAD SOCIAL OBJECTIVES

The goals of community life are generally recognized, but they must be brought together and stated specifically in terms of the community. The design or pattern of the future life of the community should be sketched in fundamental even if general terms. It should establish the relationships between elements of community life such as housing and transportation, health and welfare, education and recreation. The pattern of services must be based on the relationships between these elements and the economic activities of the community (see 240), and between these elements and the physical planning of land use, transportation, and other utilities (see 460). Standards and programs developed for each separate element should be examined in the light of community traditions and of broad community objectives such as the development of the individual physically and culturally, favorable conditions for family and neighborhood life, and good citizenship. The over-all goals and the integrated social program for the community (see 380) should be the responsibility of a central committee which coordinates the work in the separate studies.

Three steps enter into the formulation of the goals for community planning:

1. What the people of the community *want*.
2. What the community *could* have—the possibilities.
3. What the community *should* have, in the best judgment of those who have given special study to the problem.

312 STANDARDS TO FIT THE OBJECTIVES

National standards, or the standards of another community, may not be feasible or acceptable in the particular community. However, there is value in comparing national and regional standards and averages, urban averages, and averages for communities of comparable size and type.

Standards should have a degree of uniformity. Otherwise, there will be a lack of balance in the social and cultural program. Some activities will be handicapped in obtaining a proper share of municipal financial support if, as is generally the case, total available funds are limited.

Proposed standards for the various activities

should be checked to prevent discrepancies where different studies set figures for identical or similar items.

Standards for services should be studied in relation to expected labor force and employment opportunities. Public services may be an important employment source. (See 242.)

313 POLICIES

The policies needed to guide the working out of a program so that it will meet the broad objectives may be found in answers to some of the following questions:

1. What is the community proud of? Ashamed of?
2. Does the community expect to grow, to remain stationary, or to decline, and does it view its prospects with satisfaction, alarm, resignation, or apathy?
3. What is the civic spirit of the community?
4. What are the external rivalries (with other cities), and internal divisions and tensions (conflicts between sections of the planning area and city, class conflicts, race tensions)? What are the relations between the city and its suburbs? Between the metropolitan area and the rest of the state?
5. What are the attitudes of organized groups, businessmen, labor, property owners, professional groups, churches, women's clubs, civic bodies, youth, and service groups toward problems of the total community? To what extent do the newspapers and radio reflect these attitudes? Are there any problems on which the community can be expected to take concerted action? If so, what are these problems?
6. In particular, what are the attitudes toward the tax rate, bond issues, public improvements, public officials, public expenditures, planning?
7. Who are the community leaders and what are the crucial organizations whose support must be enlisted for community action?
8. What is the approximate order of urgency of community problems as the leaders and organizations see them?

The sentiment of the community toward its problems may be determined through examination of reports, resolutions, editorials, and other press and radio comment. Conferences, town meetings, and techniques such as the Gallup Poll can also provide the opportunity for public expression.

Kansas City, Mo. Civic Research Institute, *Public Opinion on the City's Budget Planning*, by Don Cahalan. (Kansas City, 1943). 32 pp.

Onondaga County Post-War Planning Council. Public Participation Committee, *Please Sit Down . . . Be the Mayor for a Minute!* (Syracuse, N. Y., 1943). 15 pp.

320 The Home and the Neighborhood

Everyone needs a decent place in which to live, but housing in its broadest sense means more than parlor, bedroom, and bath. It also means elbow room, freedom from hazards, clean fresh air, sunlight, greenery, and many community facilities. Planning for good housing will include relief of congestion, clearance of slums and blight, and creation of new residential units that will lead to a rebirth of democratic living, within each neighborhood of the community.

321 COMMUNITY STANDARDS FOR SHELTER

What are the needs as they relate to location, space and density, design and construction, facilities, management?
What standards are set forth in existing codes?

322 EVALUATION OF PRESENT DWELLINGS

Percentage of home ownership
Rental levels
Present methods of financing
Condition of dwelling units in regard to equipment, amenities, crowding, obsolescence
Blight and slum areas—what produced them?

323 APPRAISAL OF NEIGHBORHOOD ENVIRONMENTS

What traffic difficulties and hazards exist?
What are the local conditions of street paving, lighting, landscaping, yards, alleys, natural hazards, and nuisances?
What recreational, educational, shopping, and other facilities exist?
How adequate are the utilities—sewers, sanitation, transportation?
How is the climate recognized or ignored in the orientation of sites and buildings—how are they located and designed in relation to sunlight, breeze, and view?
What are the conditions of noise, dirt?
What are the encroachments of business, industry, transport?
What problems exist as to morals and public peace?

324 WHAT SHOULD BE DONE ABOUT DWELLINGS

Recommendations for
new units, remodeling and neighborhood conservation,
new facilities and utilities, elimination of hazards and encroachments
Proposals for
acquiring land, planning and design, building, financing, state and federal legislation and local ordinances, disposition of war housing

Housing problems have already appeared in the reconnaissance survey, in the population studies for number and type of houses needed, and again in the economic section under relations of housing to industrial development.

Here a program for private and public housing should emerge as a major element of the plan and must be considered in relation to schools, playgrounds, shopping centers, libraries, and particularly to places of work.

Most of the emphasis at this point will be on the quality of the housing. The more specific locality housing program, as a working document to guide housing development, will be worked out at the later stages of the ground plan. (See 473 and also a forthcoming procedure for locality housing programming which will probably be issued by the National Housing Agency.) It is only after many of the other studies are well under way that the actual number and distribution of dwellings by incomes can be calculated. Accordingly, the housing program should be studied parallel to and in close connection with the rest of the planning.

More detailed information will be in order before the specific program can be drafted, but the committee can project goals, state the problems, and block out the program.

322, 323 APPRAISAL OF DWELLINGS AND NEIGHBORHOOD ENVIRONMENTS

A housing committee may be organized, giving representation to various interests in the locality. This committee, it may be expected, will have a fairly intimate picture of housing conditions and problems. As needed, quick surveys can be made through inspection, from the studies made by the local authority of slums and blighted areas, from war housing program analyses of the Office of the Administrator, NHA, or from the knowledge of real estate people and local officials.

A more objective environmental appraisal can be made by following the technique of the Committee on the Hygiene of Housing, of the American Public Health Association, as set forth in its publication entitled *An Appraisal Technique for Urban Problem Areas as a Basis for Housing Policy of Local Governments: Illustrative Results from Three Test Surveys; a Report*. (Washington: U. S. Public Health Service, 1942.) Reprint no. 2359, 28 pp.

321 COMMUNITY SHELTER STANDARDS

The goals or standards for shelter should comprise:

1. Desirable densities (number of families per acre) in various areas of the locality.

2. Desirable site characteristics and locations in the light of kinds of land, natural advantages of breeze and sunlight, relation to places of work, transportation, and central facilities.

3. Desirable neighborhood environment—types of structures; convenience of school, shopping, and other services; arrangements for family privacy and opportunities for community activities; freedom from nuisances such as noise, smoke, and odors.

The problems may include:

1. Locality-wide planning to prevent new blight and the transposing of slums from built-up centers to the fringes.

2. The range of dwelling accommodations to take care of different sizes of families, the moving of families, and the changed status of families.

3. Distribution of households by rent levels, and pattern of home ownership that may be expected on the basis of family incomes.

4. Development of regulations such as zoning and subdivision standards, adequate building, housing, and sanitary codes, and fire regulations.

324 PLANNING FOR HOUSING

In planning for housing:

1. Designate the residential areas; the slums to be cleared and the order of clearing them; the areas for redevelopment; the areas for new development and expansion of existing development.

2. Outline the program on the basis of projected densities and rent levels. Outline the stages of operation so that families can be provided for during periods of reclamation and redevelopment. Outline programs of redevelopment and of new development.

3. Mark out the needs which can be met by private enterprise and those which may have to be met through public housing and redevelopment corporations.

4. Cooperate with other agencies and groups to plan housing in relation to industrial development, shopping, school, health, recreation, traffic, and transit facilities, and other utilities. This cooperation should be a means of combining the efforts of public agencies and those of private enterprise.

5. Sketch designs for neighborhood units—units for the development of raw land and of partially built areas and for the rehabilitation of built-up areas. (For the specific locality housing program see 473.)

6. Work out policies and lay out a program for land acquisition and assembly, financing and financial controls, construction, and management.

U. S. Bureau of the Census, 16th Census of the United States, *Housing* (Housing bulletins and analytical maps appearing concurrently for large cities). (Washington: Government Printing Office).

U. S. National Resources Planning Board, *Housing, the Continuing Problem*. (3 monographs) (Washington: Government Printing Office, 1940). 220 pp.

War housing program analyses of the National Housing Agency.

Local housing authority housing market studies, reports, files.

The National Housing Agency is expected to publish soon a manual of procedure for making locality housing programs.

330 Education and Cultural Development

Training for work, living, and civic responsibilities; learning to live intelligently with respect for the person and thoughts of others; having opportunities to enjoy the achievements of artists, writers, and musicians, and to participate in cultural activities—all these must be possible for each member of the community, no matter what his age, color, or creed. Plans must be worked out to provide the needed and desired programs, facilities, and leadership.

331 EDUCATIONAL AIMS AND STANDARDS

- What are desirable educational aims and standards?
- What new requirements will result from the raising of educational standards, population changes, demobilization and retraining, new social conditions, and technology?
- What coordination is needed among cultural institutions and agencies?

332 THE PRESENT EDUCATIONAL PROGRAM

- How good is the educational system in terms of staff, curriculum, finance?
- What are the programs for pre-school, elementary, secondary, adult education? industrial training?
- How do racial problems affect the educational program?

333 THE EXISTING EDUCATIONAL PLANT

- What is the present distribution of schools—what degree of under-use or crowding exists or is expected?
- What are the good and bad features of the present building and school grounds program as to physical plant?
- How can school plans be coordinated with neighborhood, park, and recreational plans?

334 THE PRESENT LIBRARY SYSTEM AND PLANT

- Does the library program satisfy central city and environs?
- Are present buildings, materials, equipment, staff, and budget adequate?

335 OTHER CULTURAL FACILITIES AND INSTITUTIONS

- What provisions have been made or considered for: museums, auditoriums, community centers and zoo?
- What programs have been considered for concerts and forums?

336 PROPOSALS

- Recommendations for educational curriculum, grounds and plant, personnel, administration, redistricting
- Similarly for libraries, museums, and the like
- Recommendations for coordination of activities

Although the community studies, plans, proposals, and recommendations will be the responsibilities of separate agencies and independent boards, increasing attention should be given to collaboration on programs and coordination of plans.

Official agencies should provide the leadership and technical services. Citizens' groups and associations, including the Parent-Teacher Association, state and national associations, and local societies interested in music, drama, and other cultural activities, should be called on for help. Local colleges, the American Library Association, and the U. S. Office of Education should also furnish materials.

Material will be needed from other studies, especially those on population, housing, and public finance. Those planning for education and cultural development should collaborate with others working on housing, health, public safety, recreation, and industrial retraining.

For comparative statistics on school systems, see *Biennial Survey of Education*, U. S. Office of Education. (Washington: Government Printing Office, 1921-).

U. S. Office of Education. Committee on Planning for Education, *Planning Schools for Tomorrow: the Issues Involved*, by John Guy Fowlkes. (Washington: Government Printing Office, 1942). Leaflet No. 64, 26 pp.

Progressive Education Association, *The Role of Education in Utilizing Regional Resources*, by Paul R. Hanna and others. (New York, 1939). 429 pp.

American Library Association. Committee on Post-War Planning, *Post-War Standards for Public Libraries*. (Chicago: American Library Association, 1943).

N. L. Englehardt and N. L. Englehardt Jr., *Planning the Community School*. (New York: American Book Company, 1940). 188 pp.

331 EDUCATIONAL AIMS AND STANDARDS

Objectives should include meeting added temporary responsibilities for education resulting from demobilization and conversion training. More permanent new goals resulting from economic and social changes should also be established. (Suggestions for broad objectives are contained in the *National Resources Development Report for 1943*, by the National Resources Planning Board, under the heading "Equal Access to Education.")

332 PRESENT EDUCATIONAL PROGRAM

Evaluate local administrative practices and compare with those of other localities. Consider supervision, the relation of school and other municipal administration, fiscal and budget policies, and research.

Consider the adequacy of the present program, staff, and curriculums to meet the needs of the very young (nursery school and kindergarten); adults (extension work); youth who will continue schooling beyond high school as a preparation for entry into business, industry, or the professions; and those demobilized from the armed services and war industries.

333 THE EXISTING EDUCATIONAL PLANT

Consider present districting in terms of war conditions and probable postwar adjustments. Study the relation of pupils' homes to schools in terms of excessive walking distance, reduction of bus services, and safety.

Survey the need for new buildings, facilities, and locations. Cooperate with the people working on housing and recreation to develop possibilities of neighborhood units. Survey uses of facilities during non-school hours, week-ends, and summers, by school and non-school community groups.

334 THE PRESENT LIBRARY SYSTEM AND PLANT

Evaluation of library service will present questions similar to those of the school survey and the surveys of other social institutions and programs. Study the relative merits for the area of a strong central library, central special services such as those that can be offered commerce and industry, and branch system and distribution, including a bookmobile system and correlation with school libraries. Note the relation of the library system to county, regional, and state libraries. Study the extension of the library program to include recordings and film collections. Also study location problems in relation to the developing ground plan of the community.

For statistics on libraries see annual *Bulletin* of the American Library Association, 520 N. Michigan Ave., Chicago; and publications of the Library Service Division of the U. S. Office of Education.

336 PROPOSALS

Plans and programs for the functions and services of this section should be sketched and should include proposals for financing, facilities, and personnel. Final recommendations, in detail, are to be developed later. Particular attention should be given to proposals for coordinating the various services and for implementing the separate and the collaborative programs. (See 500.)

340 Recreation

Space, equipment, leadership, and programs must be provided for the best use of leisure time. Parks, playgrounds, workshops, sports facilities, and access to natural beauty spots should be planned for the fullest satisfaction of physical needs and creative abilities.

341 GOALS FOR THE USE OF LEISURE TIME

What are the recreation needs of children, working adults, old people, family groups, and individuals without family or community ties?

Which of these needs require facilities and programs close to homes, in community centers, in city-wide or regional locations?

What standards of space, facilities, or program are needed in light of changing:

kinds or ages of people?

conditions or hours of employment?

techniques of transportation, housing, recreation, and the like?

342 EXISTING RECREATIONAL FACILITIES

What types of recreation are available or lacking?

How adequate are the buildings and equipment?

How much area is provided for recreation, parks, scenic drives, and reserve lands?

What is the extent of use of existing facilities?

What private, institutional, and commercial amusements are available?

343 ADMINISTRATION OF RECREATIONAL ACTIVITIES

How effective is the leadership and supervision?

What are the ties between recreation and other activities, such as education, health, and housing?

What cooperation exists among recreation groups?

How may the people of each neighborhood participate in planning recreation programs?

344 PROGRAM FOR THE USE OF LEISURE TIME

Recommendations for balancing recreation activities

Recommendations as to:

recreation programs

land acquisition

plant and equipment

personnel and supervision

Recommendations for coordinating of activities and agencies

340 RECREATION

Recreational interests will include both official groups and private agencies. Consideration should be given to the possible organization of a recreational planning committee representing local and county park and recreational boards, school boards, the Y.M.C.A. or similar civic associations, the local office of the Recreation Section of the Office of Community War Services, the U.S.O. (in connection with service men's activities), and commercial sports, entertainment, and amusement groups. Assistance may be had from state park and recreation commissions, the National Park Service, the U. S. Forest Service, and the National Recreation Association.

The recreation aspects of other programs should be considered and supplemented. (See 320, 330, 350, 370, 465.)

341 GOALS FOR USE OF LEISURE TIME

Objectives should include:

1. Adequate distribution of facilities for all ages, residential localities, and social groups.
2. Instruction in leisure-time skills.
3. Program planning by participants.
4. Individual activity, home recreation, and city-wide features.

Prospects of added leisure time, new forms of transportation, new devices for amusement, and new levels of income must be considered in setting goals. Standards will have to be differently detailed for the various aspects of the recreational plan.

342 EXISTING RECREATIONAL FACILITIES

Study normal activities and those developed for the benefit of service men and war workers through using either new or existing facilities. Consider the possibility of putting wartime developments to peacetime use. Include among other war activities: athletics, dancing, home hospitality, canteen services, and commercial amusements. Also study the effects of the war on budgets and staffs.

343 ADMINISTRATION OF RECREATIONAL FACILITIES

Leadership and cooperation are particularly important in a recreation program but cannot be measured statistically. In evaluating administration it will be necessary, therefore, to depend largely on the opinions of members of the recreation planning committee and the judgment of expert consultants.

344 PROGRAM FOR USE OF LEISURE TIME

Recommendations for achieving recreation objectives may be presented from several points of view:

1. Purpose: health, education, amusement.
2. Location: neighborhood, city, region.
3. Facilities: land, buildings, equipment.
4. Operations: administration, staffing, financing.
5. Timing: war, postwar, long-range.

Individual and collaborative responsibilities of private and official agencies should be indicated.

Studies for recreation should be coordinated with the studies of physical arrangements prepared by the planning staff. The location of sites and the design of plant and facilities should be determined in close cooperation with the planning staff on the basis of related plans for schools, housing, parks, travel routes, and the like. Special problems such as recreational areas for industrial plants, needs of the resort trade, and regional and national services should be taken into account. The effect of air travel may be of critical importance in the area.

National Recreation Association, *Schedule for Appraisal of Community Recreation*. (New York, 1941). 26 pp.

———. *Municipal and County Parks in the United States, 1940*. (New York, 1942). 173 pp.

———. Annual June issue of *Recreation* magazine (for playground and community recreation statistics).

See also other publications of the National Recreation Association, 315 Fourth Avenue, New York City.

U. S. National Park Service, *Fees and Charges for Public Recreation*. (Washington: Government Printing Office, 1939). 56 pp.

Ladislav Segoe, *Local Planning Administration*. "Recreation," pp. 451-93. (Institute for Training in Municipal Administration, 1313 E. 60th St., Chicago, 1941). 684 pp.

350 Community Health

Medical care through an adequate doctor, nurse, and hospital service should be equally available to every citizen. Sanitation, inspection, and education measures for fighting disease and for reducing preventable losses of life and limb are public responsibilities. Plans should be directed toward the creation of the highest possible level of health for the individual and for the community as a whole.

351 COMMUNITY HEALTH OBJECTIVES

- Private medical practice
- Health centers, clinics, hospitals
- Sanitation and inspection
- Industrial hygiene and personal safety
- Collection of vital statistics

352 THE PRESENT PUBLIC HEALTH PROGRAM

- What are the most serious communicable diseases in the community and how are they fought?
- What kind of preventive program is in operation?
- What provisions exist for the sanitation and inspection of food and water, food establishments, dwellings, and lodgings?
- What provisions are made for maternal and infant welfare?
- What research and laboratory services are available?
- To what extent is industrial hygiene promoted?

353 EXISTING FACILITIES FOR MEDICAL CARE

- Is there an adequate supply of doctors, both general practitioners and specialists?
- Is there an adequate supply of nurses?
- What are the plant and equipment of hospitals, clinics, and other institutions?
- Are the above services deficient with respect to any income or racial groups?

354 PLANS FOR COMMUNITY HEALTH SERVICES

- Recommendations for better balance and more complete coverage of health activities
- Recommendations for:
 - personnel
 - building facilities
 - equipment
 - operational improvements
 - financing
- Proposals for school programs, control programs

Health problems are so diverse that in a large city several groups may be concerned with different parts of the health program: private facilities, public institutions, disease prevention, sanitation and inspection, school health programs, mental hygiene, industrial hygiene and safety, and health statistics. It is suggested that a health planning committee be formed giving wide representation to these interests. The local health officer may be given responsibility for its direction, and subcommittees may be formed to deal with various aspects of the program.

In Corpus Christi, the Council of Community Agencies, which provided the central organization for the social and services study, set up a Health Planning Committee composed of a private practitioner, the Director of the local County-City Health Unit, and a layman. This Committee worked out its programs and plans, submitting them to the Council for review and adoption. The Council, in turn, submitted the health as well as other service programs to the Planning Commission to be coordinated with the comprehensive plan for the city. The Health Planning Committee consulted with the planning staff during the course of its study.

Health considerations appear in many parts of the planning operation and the health committee should assist in integrating health aspects of studies of population, housing, recreation, education, welfare, utilities, land use, and so forth.

Use should be made of available help from outside the community, both their consulting services and survey materials. Consult the state health board, the county health officials, the U. S. Public Health Service, the medical staffs of large industries, and so forth.

351 COMMUNITY HEALTH OBJECTIVES

In considering objectives, war and peace conditions must be distinguished. The present shortage of doctors and other manpower for local health services as well as war-created needs for facilities must not be overlooked, but the war situation must not be permitted to engender a do-nothing attitude toward long-term needs.

352 THE PRESENT HEALTH PROGRAM

Compare the data for local programs with U. S. urban, state, and regional figures. The local

medical society and individual doctors can supplement statistics with personal information and experience. See Census Bureau publications on vital statistics, records of the local bureau of vital statistics, the records of local, private organizations.

The Committee on the Hygiene of Housing of the American Public Health Association has prepared appraisal forms which may be used jointly for this section and for housing sections 322 and 323.

353 COMMUNITY HEALTH

Prepare a report on medical care covering existing conditions and facilities and including proposals which have been suggested to meet deficiencies.

For information on industrial hygiene consult health officers, compensation boards, labor organizations, and industries. For information on mental hygiene, consult the National Committee for Mental Hygiene, 1790 Broadway, N.Y.C. For information on hospitals, laboratories, and other parts of the health program see *Manual on Urban Health Planning*.

354 PLANS FOR COMMUNITY HEALTH SERVICES

Prepare plans and recommendations for a comprehensive health program:

1. Outline a health program to accomplish major objectives and show the changes from present arrangements that will be necessary.
2. Sketch the facilities needed, and note when and where. Indicate points of coordination with other community services and with the ground plan of the community in such matters as sites for buildings.

U. S. Public Health Service has in preparation a *Manual on Urban Health Planning*.

American Public Health Association. Committee on the Hygiene of Housing, *Housing for Health*. (New Haven, Conn., 1941) 221 pp.

U. S. Bureau of the Census, *Vital Statistics of the United States, 1939*. (Washington: Government Printing Office, 1941). 2 vols.

National Resources Planning Board. *National Resources Development Report for 1943: Part I, Post-War Plan and Program*. "Equal Access to Health," pp. 60-67. (Washington: Government Printing Office, 1943). 81 pp.

360 Public Safety

Crime, traffic accidents, and fire losses can be cut down through better law enforcement, adequate facilities, control systems, preventive programs, and constant betterment of staffs and administration.

361 COMMUNITY REQUIREMENTS AND STANDARDS

- Police and fire control systems
- Physical plant and equipment
- Staff and administration
- Regional cooperation

362 POLICE PROTECTION AND TRAFFIC SAFETY

- What are the most serious crime problems of the community and how are they being combatted?
- What are the traffic problems and how are they being solved?
- What other elements of public safety require attention?

363 FIRE PROTECTION

- What program of prevention is in operation and how effective is it?
- How effective is the control system?

364 PROPOSALS

- Steps necessary to meet police needs and standards
- Proposals to meet needs for fire prevention and control
- Collaboration with health, inspection, and other programs
- The educational program and public safety

360 PUBLIC SAFETY

It is important that this planning be undertaken as part of the comprehensive program so that there can be effective coordination of these services with other community programs and plans. Planning the technical services for the public safety program will be tasks for fire and police administrative officers and the local courts. Where new facilities must be planned and fire and police needs worked into the public works program, close collaboration is called for between the public works departments and the planning staff. The public safety agencies must also work closely with the school people on educational programs, with the housing and health people on inspection and regulation, and with the planning staff on solutions of traffic problems.

Municipal Police Administration. (Chicago: Institute for Training in Municipal Administration, 1313 E. 60th St., 1943). 531 pp.

Municipal Fire Administration. (Chicago: Institute for Training in Municipal Administration, 1313 E. 60th St., 1942). 666 pp.

361 COMMUNITY REQUIREMENTS AND STANDARDS

It is particularly important in planning for public safety to think in terms of the metropolitan area and the surrounding region. Close correlation of policies and controls, and uniform standards for equipment are essential.

There are five major objectives of police activity which apply in a measure to other public safety programs: (1) prevention; (2) repression; (3) apprehension; (4) recovery or salvage; and (5) regulation.

362 POLICE PROTECTION AND TRAFFIC SAFETY

Police problems have been generally classified into: (1) major crimes; (2) offenses against public morals; (3) breaches of the peace; and (4) traffic control.

These problems will be touched on in other studies and may be partly solved in other programs. For studies of traffic control, for instance, consult traffic engineers and the transportation committee. (See 340, 350, 370, 460.)

There is a wealth of police statistics available on which to base comparisons of different localities, but care must be taken to insure that only comparable data are used. Study the extent of collaboration with state and federal agencies. Study, also, the problems of municipal courts that are intimately related to police operations.

Uniform Crime Reports for the United States and its Possessions. Quarterly Bulletins of the Federal Bureau of Investigation. (Washington: Government Printing Office.)

George Warren, *Traffic Courts.* Published under the joint auspices of the National Conference of Judicial Councils and the National Committee on Traffic Law Enforcements. (Boston: Little, Brown & Co., 1942.) 280 pp.

International Association of Chiefs of Police, *Police Blue Book.* (Washington: IACP, 918 F Street N.W., 1939.) 248 pp.

For statistics on non-criminal aspects of public safety, see *Accident Facts.* National Safety Council. (Chicago, 20 N. Wacker Drive.)

Institute of Traffic Engineers and National Conservation Bureau, *Traffic Engineering Handbook.* (New York, 1941.) 320 pp.

363 FIRE PROTECTION

It is important to evaluate war aspects of fire protection services, especially developments in connection with civilian defense councils. Intermunicipal arrangements and the organizations to deal with major disasters should be carefully studied.

For comparative figures, see *Standard Schedule of Grading Cities and Towns of the U. S. with Reference to Their Fire Defense and Physical Conditions.* (New York: National Board of Fire Underwriters, 85 John Street.)

For data on staffs and working conditions, see the monthly magazine *International Fire Fighter.* (Washington: International Association of Fire Fighters.)

Harold A. Stone, *Fire Insurance Classification of Cities and Fire Losses.* (Chicago: Public Administration Service, 1313 E. 60th St., 1934.) 25 pp. + tables.

See also various pamphlets on fire defense by the U. S. Office of Civilian Defense, Washington, D. C.

364 PROPOSALS

In developing the program for public safety, consideration should be given to continuing to utilize OCD systems and volunteer personnel after the war. Where possible, recommendations should anticipate postwar conditions and the effects of new technology and new local developments.

370 Community Welfare Services

Each community must face problems relating to children, youth, aged and infirm, unfortunates and dependents. Social security is a local as well as a national concern. Local measures and facilities should be aimed: first, toward reducing the causes that force people to become public charges; second, toward providing adequate care and comfort for those who are public charges; and, third, toward doing all possible to return those being cared for to independence and to a productive place in society.

371 WELFARE NEEDS AND STANDARDS

- Reduction of the need for public assistance
- Necessary welfare services
- Physical plant and equipment
- Staff and supervision
- Cooperation of private and public agencies

372 CARE OF DEPENDENTS

What services and institutions exist for the care of the blind and other handicapped persons, the dependent aged, and dependent children?

373 SECURITY

What type of unemployed relief program is in operation?
How effective is it?
How effective is the administration of federal, state, and local security funds?

374 JUVENILE PROBLEMS

What are the forms, prevalence, and causes of juvenile delinquency and other juvenile problems?
What measures are being taken to reduce them?

375 SPECIAL SERVICES

What special services are provided and how do they fit into the total welfare program?

376 THE WELFARE PROGRAM

- Recommendations for a complete and balanced program to meet all welfare problems
- Recommendations for service programs, physical facilities, personnel, administration, and financing

370 COMMUNITY WELFARE SERVICES

As in other programs that involve public and private agencies, it is suggested that a representative committee be set up to study welfare problems and plan the over-all welfare program. In Tacoma, leadership was provided by the Department of Sociology of the College of Puget Sound. In other cities, planning committees have been set up by the Council of Social Agencies. These committees represent various boards and groups and collaborate with other aspects of the general planning program.

Assistance and expert advice may be had from the local welfare office, local housing authority, state welfare board, local office of the U. S. Employment Service, Office of Community War Services, Civilian War Services branch of the OCD or Local Defense Council, Children's Bureau of the U. S. Department of Labor, and the American Public Welfare Association.

371 WELFARE NEEDS AND STANDARDS

The first objective of the welfare program is to eliminate or reduce the need for public assistance by: (1) complete and regular employment at decent wages; (2) an effective employment service, including provision for retraining; (3) youth guidance; (4) efficient medical aid; and (5) rehabilitation for unemployables.

Study the immediate needs and long-range objectives. Analyze relationship between private and public agencies and the responsibilities of local, state, and federal agencies. Determine probable future changes in these relationships.

National Resources Planning Board. *National Resources Development Report for 1943: Part Three, Security, Work and Relief Policies*. "Summary of Findings," pp. 445-486. (Washington: Government Printing Office, 1943.) 640 pp.

Size of staff should be determined by relating to case loads. Determine the standards for individual qualifications, salary, and tenure, or the means of determining these standards. State welfare boards, civil service commissions, and the American Public Welfare Association can assist with this phase of the planning.

373 SECURITY

Comparisons of local statistics with those for nation, state, and other cities may indicate the effectiveness of local programs. National and state trends should be noted for their bearing on local programs.

U. S. Social Security Board, *Public and Private Relief in 116 Urban Areas, 1929-38, with Supplement for 1939 and 1940*, by Enid Baird. (Washington, 1942.)

—, Bureau of Public Assistance, *Social Data on Recipients of Public Assistance in 1939-40. Research Memorandum No. 1*. (Washington, 1941.) 3 parts: 37, 38 and 32 pp.

—, *Social Security Bulletin*. Monthly publication. (Washington, D. C.)

U. S. Bureau of the Census, *Financial Statistics of Cities*. (Washington: Government Printing Office, 1902-.)

The Office of Community War Services (formerly the Office of Defense Health and Welfare Services) has studied and analyzed war problems in a number of defense areas.

374 JUVENILE PROBLEMS

Treat the welfare aspects of juvenile delinquency at this point. The criminal aspects should be considered under 362. For information on the local situation, consult juvenile courts and probation offices. The U. S. Children's Bureau, Washington, publishes data for 334 courts: number and type of cases; age, color and nationality of delinquents; place and manner of care of child pending hearing; disposition.

U. S. Children's Bureau, *Social Statistics Supplement*. Monthly publication. (Washington, D. C.)

—, *The Community Welfare Picture as Reflected in Health and Welfare Statistics in 34 Urban Areas, 1940*. (Washington, 1941.) 42 pp.

375 SPECIAL SERVICES

For information on nutrition problems consult the Nutrition Division, Federal Security Agency, Washington.

Child care services include day nursery care, school lunches, institutional and foster home care, child guidance clinics, and the special child welfare demonstration projects set up under the Social Security Act.

For information on medical care, see *Manual of Urban Health Planning*, prepared by the U. S. Public Health Service. (Washington, D. C.)

376 THE WELFARE PROGRAM

In making recommendations, check to prevent discrepancies, omissions, and overlaps and distinguish between war emergency requirements and long-term measures.

In planning for welfare programs work closely with other groups. The welfare, education, recreation, and safety groups are concerned with juvenile problems, and programs should be planned in common. The welfare studies will be of direct interest to those planning housing and neighborhood arrangements, police, health, and other community service programs. Plans and proposals should be reviewed by interested persons or groups and then submitted to the central committee. Full collaboration with the planning staff should be maintained throughout the study.

380 An Over-all Program of Community Services

Most communities have pronounced shortages of services and facilities. Often programs are in conflict, or there is unnecessary duplication between public and private agencies, or the over-all program is out of balance. Improvements in administration, financial support, and community organization can help in achieving a sound plan for the creation of a wholesome environment for all the people.

381 THE EVALUATION OF PROPOSALS

Eliminate conflicts, gaps, and overlappings in the service programs

Work out a community pattern of services and conditions for a better environment

382 THE MEANS OF ACHIEVING A COMMUNITY PROGRAM

The provision, improvement, and maintenance of physical facilities

Legislation to give legal life to programs and operations

Improvement of administration and management

Adequate financial support for staff, programs, and facilities

Community organization and institutions

Leadership and public opinion

383 WHO WILL CARRY OUT THE PROGRAM

Private agencies and organized citizen groups

Municipal departments, boards, and other public agencies

381 THE EVALUATION OF PROPOSALS

The drawing up of an over-all program to guide community action in providing and maintaining the services desired and in creating a better place in which to live involves more than an adding up or a piecing together of the proposals advanced in the various sections. The job at this point is to work out a specific plan in which all the individual functions and plans are woven into a unified pattern. In a modern community, service functions and programs meet at many points. For example, educational, recreational, and health programs must be closely tied together; the prevention programs of the fire and police departments involve educational work that should be carried on, in part, through the schools.

There are political and operational reasons why community services must be administered by a number of agencies and departments. All can collaborate, however, to devise and carry out a plan so that services may be economically and effectively administered. Similarly, private and public agencies must work together for the general good of the community.

The first step toward collaboration in the development of a community plan is through conferences to discover common interests. In most communities some collaboration, however loose, already exists and may serve as a starting point to secure the necessary coordination. If the essential leadership and good will can be provided, an effective plan can be designed and carried out.

The drafting of a plan for service facilities and programs is a job for the central committee providing leadership for this part of the planning program. The central committee should coordinate the work of the groups developing separate services and plans, and should also coordinate this work with that of the groups developing the economic, physical, and action plans and programs. (See 510.) Here, as throughout the planning procedure, there should be constant consultation with the individuals, municipal departments, and agencies who will have the responsibility for carrying out the plans.

The over-all plan can be only as practicable

as its parts. The proposals must be examined severally and in relation to each other.

While the separate programs are of great importance, one of the major contributions of this part of the planning program is the securing of over-all balance so that more community services and improvements may be secured with municipal and private funds available. Good Community Chest programs furnish examples of the advantages of coordinated planning as well as coordinated money getting.

382 THE MEANS OF ACHIEVING A COMMUNITY PROGRAM

Most programs are considered to be held back because of lack of funds. The conflict is between the demand for more and better services and a reluctance to increase tax and financial burdens. One means of resolving this conflict is through better information to the public on the ways in which money is spent and the benefits derived by individuals and by the community as a whole. Citizen organization and support and the creation of a favorable public opinion are vital. Most municipal administrations will provide full services if the taxpayers are willing to pay for them.

But much can be done, also, through more effective use of the funds available. Administrative changes may be needed. In one city an admirable plan was developed and is now being worked out in detail for setting up a general department to coordinate educational and other cultural activities, such as the libraries and museums, with recreational and park programs. The boards responsible for the individual types of activities have retained practically all of their present powers but they have been brought together to work out a coordinated program of services, common use of facilities, and a better fiscal program. Among other things, sites for physical facilities are being acquired and planned in common.

383 WHO WILL CARRY OUT THE PROGRAM

Both private and public agencies and services will contribute to the effectiveness of the community service program. The important task is to avoid duplications and conflicts. The plan should sketch out the areas of activity in which each can be most effective.

400 The Ground Plan of the Community

The physical setting, the buildings, and the streets are the visible embodiment of the community whose size, character, and activities have been studied and planned. To create the best possible pattern of living, work, and play, the physical plan should aim at the most efficient arrangement of space and services so that costs in money, time, and movement are cut to a minimum; so that values and assets can be preserved; so that the advantages of city life can be fully realized.

410 THE AREA TO BE PLANNED

420 DESIRABLE PATTERNS OF LAND USE

430 THE EXISTING PHYSICAL DEVELOPMENT

440 TRENDS OF DEVELOPMENT

450 DESIGNS FOR THE CITY

460 STUDIES TO TEST THE PLAN

470 PHYSICAL DEVELOPMENT PLAN AND PROGRAMS

The population, economic, and social studies will have defined the needs of the community for which physical facilities of land, structures, and utilities must be provided. The ground plan is both a design for the better functioning of the community and a program for providing these facilities.

The first general ideas of the shape of the physical plan may have appeared in the early reconnaissance. Also, throughout the preceding studies many physical problems will have been introduced and considered. These problems now need to be pulled together and the whole pattern of physical arrangements given distinct form.

From the first plan arrived at as a result of using this procedure the community will have a guide to the long-time desirability and proper location of proposed projects for public or private construction.

In order to avoid waste of public funds, public works should meet a present need and remain useful and desirable for many years. The present need may seem evident but the considerations most likely to be neglected if no general development plan exists are: (1) the future usefulness of projects; and (2) their effect upon the future development of the rest of the city. In checking the long-term desirability of a proposed project, the ground plan should answer the following questions:

1. Is it needed now? (Can the need be satisfied by better use of existing facilities?)
2. Is the need only temporary, or will it continue to exist for sufficient time to make the expenditure worth while?
3. Are there better ways of meeting the need?
4. Will the project help achieve a desirable future development of the locality or will it distort that development?
5. Will the project complement the effectiveness of other present or proposed public works?
6. Where should it be located?
7. How large should it be, or of what capacity?
8. On what other public works does it depend?

The designing of the ground plan should be the work of a technical staff of the planning commission or other central planning body. To be effective, it must incorporate planning ideas of the operating departments of the municipality. In some metropolitan areas ideas should come from the appropriate departments of several municipalities.

The cooperation of the following agencies or groups should be enlisted: local, county, and state engineering offices; state and federal departments and bureaus; public and private agencies and organizations concerned with highways and transportation, health, housing, and other public services (such as the local housing authority or the school board); industrial and labor groups; real estate and mortgage interests; neighborhood groups.

Ladislav Segoe, *Local Planning Administration*. (Chicago: Institute for Training in Municipal Administration, 1313 E. 60th, 1941). 699 pp.

U. S. Federal Housing Administration, *A Handbook on Urban Redevelopment for Cities in the United States*. (Washington: Government Printing Office, 1941). 105 pp.

Russell Van Nest Black, *Planning for the Small American City*. (Chicago: Public Administration Service, 1313 E. 60th, 1936). 96 pp.

Ralph Tubbs, *Living in Cities*. Penguin Books. (Obtainable through the British Information Service, Rockefeller Center, N. Y.) 1942, 51 pp.

U. S. National Resources Planning Board, *Better Cities*, by Charles Ascher. (Washington: Government Printing Office, 1942). 22 pp.

Eliel Saarinen, *The City: Its Growth, Its Decay, Its Future*. (New York: Reinhold Publishing Corporation, 1943). 380 pp.

José-Louis Sert, *Can Our Cities Survive?* (Cambridge: Harvard University Press, 1942). 259 pp.

410 The Area to be Planned

Cities have a way of spreading out beyond their original limits, and these limits are seldom extended fast enough to include all the people who make up the community and who depend on it for services and benefits. The task here is to study the areas and regions which are intimately connected with the city and its future and to mark out those areas for which a general physical plan must be made.

411 THE METROPOLITAN COMMUNITY

What are the logical limits of the locality as indicated by:
 topography?
 area within the central city and related municipalities?
 service areas—newspapers, telephone, delivery?
 future area of urban population density?
 future commuting area?

412 THE ADJACENT REGION

What are the areas immediately dependent on the locality, trade and service areas of primary and secondary influence?
 What nearby communities might be considered as satellites?
 What is the highway and transportation network serving the region?

413 RELATED AREAS AND REGIONS

What wholesale trade areas are centered in the city?
 What regions are connecting or competing?
 What routes are available for shipping by:
 land—rail and highway?
 water?
 air—regional traffic, national, and international lines?

410 THE AREA TO BE PLANNED

Make a series of quick map studies showing the areas of planning. Either combine them on one map or make them on separate transparent overlays. To mark out the area for which a general physical plan must be developed, study:

1. *Geographical features*—rivers, mountains, drainage areas, and so forth.

2. *Concentration of population*—outline the metropolitan district as defined by the Census Bureau, show the commuting areas, and sketch in satellite and suburban concentrations of industry, recreation and resort facilities, institutions.

3. *Administrative areas*—school, water, park, sanitary, and similar districts which include or are contiguous to the central city. Note also the boundaries within which official agencies are empowered to operate under state law, such as the 5-mile zone beyond the city limits in which local housing authorities can operate in some states, or the limit of extra-territorial subdivision control by local planning boards.

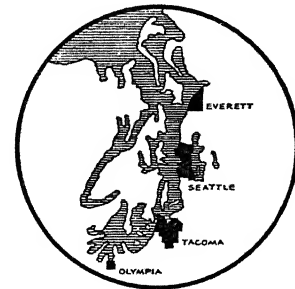
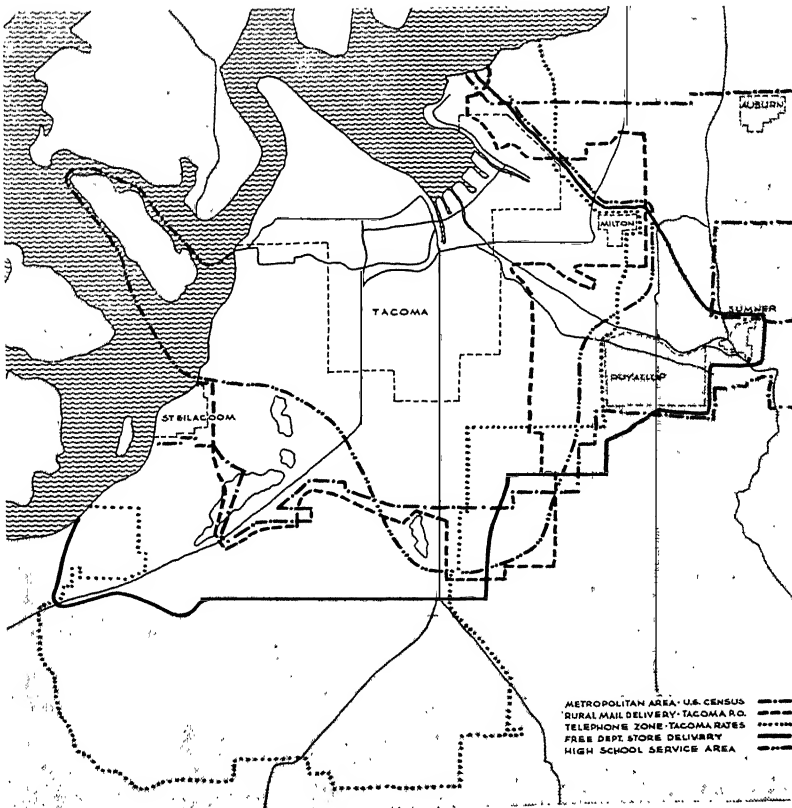
4. *Trade and service areas*—telephone rate zones, newspaper home delivery, retail delivery service, and areas served by central utilities.

Study also special features, such as airports, terminals, military establishments, and county fair grounds. Note the areas in which the members of associations, professional societies, and service clubs live. Study the areas of immediate economic influence, such as retail and wholesale trade and banking service.

Study also intercity relationships, particularly those of satellite communities and competing localities. Note where the dominance of the central city gives way to that of competing cities.

In studying the regional area and related regions and areas, the transportation network, existing and proposed, will help reveal present and possible ties and relationships.

Information relating to this part of the planning procedure can be obtained from a variety of local sources, such as the city and county engineers, the utility companies, newspapers, business firms, and the Chamber of Commerce.



THE PUGET SOUND REGION

THE AREA OF PLANNING

The map study used in determining the area for planning for Tacoma. The Census definition of the metropolitan area, the service areas as indicated, were taken into account along with other considerations of geography and competing cities. The relation of Tacoma to the Puget Sound Region was also studied as was the relation of the Tacoma area to Seattle, Olympia and Portland, Oregon. Note that the area for planning extends beyond the present city limits.

420 Desirable Patterns of Land Use

There will be a strong tendency to accept most existing conditions as being fixed. In order to make a fresh and unprejudiced attack on the plan for the locality it will be well at this point to draw up desirable patterns of what the city should be. There should be a study of the amount of land needed for various uses and the ways in which places of work, living, business, and other activities relate to one another. General designs of the best arrangements that can be thought out should be made to provide suggestions and serve as a guide in making later and more practical plans.

421 HOW MUCH LAND FOR DIFFERENT USES

What amount and kind of land will be needed for:
 manufacturing?
 commerce?
 residences?
 public and institutional use?
 transportation?
 open spaces and reserves?

422 RELATIONSHIPS OF LOCATIONS FOR ACTIVITIES

What relationship is desirable between:
 homes and places of work?
 homes and business centers?
 homes and schools, cultural centers, recreational areas?
 How should industrial sites be located in relation to:
 other activities of the locality?
 terminals and storage facilities?
 How should transportation serve and connect:
 the activities within the locality?
 the locality to other areas and regions?

423 ALTERNATIVE SCHEMES FOR DESIRABLE LAND USE

On the basis of land requirements and the relationships between activities, what are the best arrangements possible within the limits of the area's natural conditions?

421 HOW MUCH LAND

Make an approximation of the land areas needed for various uses according to the needs found in the population, economic, and social studies. These can be only rough estimates, with sufficient leeway left to care for future conditions not yet precisely determined. Avoid unreasonable allotments, particularly for commercial and industrial areas, based on speculative hopes.

Aid in studies of the amount of land needed can be secured: (1) from industrial engineers, real estate people, and others especially informed; (2) by comparing proposed uses with like situations in other cities and areas; and (3) by reference to technical studies.

Ladislas Segoe, *Local Planning Administration*. "Zoning Requirements," pp. 116-127. (Chicago: Institute for Training in Municipal Administration, 1313 E. 60th St., 1941.) 699 pp.

Raymond Unwin, "Land Values in Relation to Planning and Housing," pp. 1-9, *Journal of Land and Public Utility Economics*, 17: February, 1941.

See also those sources listed under section 450

422 RELATIONSHIPS OF LOCATIONS

Study how locations of the various activities should be related. Make such a study for the locality as a whole, diagramming relationships of functions (residence, work, shopping, play, etc.). See "Diagram of General Functional Relationships for Tacoma, Washington." This diagram

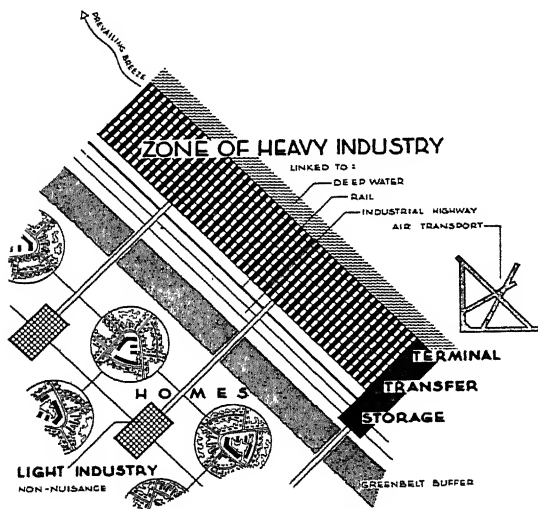


DIAGRAM OF INDUSTRIAL SITE RELATIONSHIPS FOR CORPUS CHRISTI, TEXAS

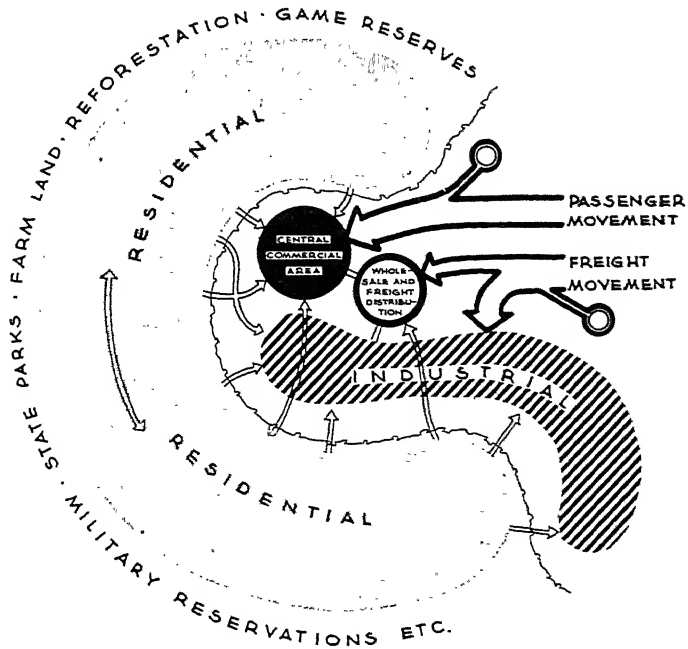


DIAGRAM OF GENERAL FUNCTIONAL RELATIONSHIPS FOR TACOMA, WASHINGTON

was worked out during the planning study to help dramatize in "graphic language" the essential relationships of areas and uses. Similar diagrams can be worked out for the central commercial area, for neighborhood units, for larger community services, and for various site relationships. See the "Diagram of Industrial Site Relationships" worked out for Corpus Christi which shows how the heavy industry zone should be located in relation to the ship channel, the railroad lines, and the industrial highway, all feeding into a unified terminal arrangement located close to a proposed major airport. Note the provision for a greenbelt buffer between the heavy industry and home areas and the indicated dispersion of light industry.

Such diagrams are useful for reducing problems of relationships to essentials. They are not plans, but guides to use in working out plans.

423 ALTERNATIVE SCHEMES

The alternative desirable patterns represent the applications of these diagrammatic studies to the topography. They are frankly ideal, formed to give a picture of what should be done if there were no limitations set by existing use. They should constitute a guide to be used in the later drawing of a realistic working plan; they should also be used as patterns against which the later plan can be tested.

430 The Existing Physical Development

There should be maps that show clearly the existing physical layout to which the plan will have to be related. The present pattern—uses of land, the street system, the feeding thoroughfares, the utilities, the means of transportation, and terminal facilities—should be analyzed and evaluated.

431 LAND USES

How is the area now occupied by residential, commercial, industrial, and public and institutional uses?

432 CIRCULATION

How is the area connected with the outside by:
highway, rail, water, and air?

What provision is made in the street system for:
thoroughfares and limited access through ways?
local and neighborhood streets?
service streets and alleys?

What provisions have been made for:
mass transit of people?
movement of goods?
parking and landing areas?
transfer points?
stations, storage, markets?

433 UTILITIES

What areas are now served by:
water?
gas?
electricity?
drainage and sanitary sewers?

430 EXISTING PHYSICAL DEVELOPMENT

Prepare a general land use map showing uses of land by areas rather than by block and lot. Detail only to the extent needed for reasonable accuracy and clarity. Conditions are not static. Note recent and proposed changes and work under way or being planned. Make pertinent marginal notes and map details. New exhaustive

surveys are not called for, although some quick surveys may be needed through field inspection.

Use the land-use map as a base to study population distribution, circulation, and facilities by means of a series of transparent overlay maps. Adopt a system of colors and symbols to help make the "graphic language" standard. One system is suggested below.

431 LAND USES

Residential ① (yellow through orange)

Classifications will depend on characteristics of the locality and may include:

Single family (yellow)

Multi (2 or 3)-family (yellow-orange)

Apartment (orange)

For follow-up studies, show on overlay maps the areas of different rent levels, land values, tax delinquencies, and housing densities (number of dwelling units per acre).

Identify and analyze old and new settlements, areas of rapid and slow growth, declining and expanding areas, important minority groupings, and areas and districts which can be considered as present and possible neighborhood units.

Commercial ② (red)

Show the central commercial area, outlying business centers, and business strips. Small isolated stores need not be shown. Note in particular the decentralized commercial groupings such as those for the automobile business or large roadside markets. Note also related parking areas.

Industrial ③

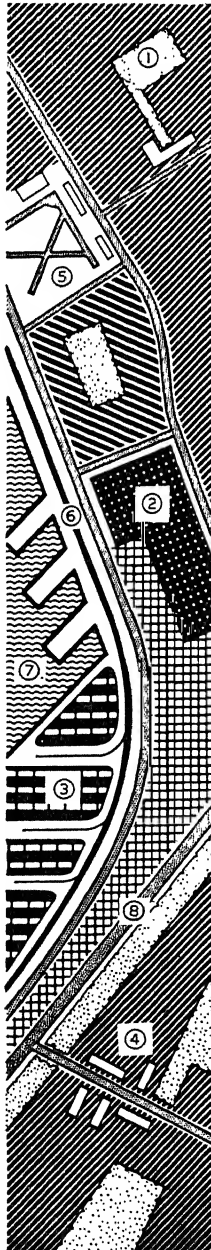
Light industry (grey)

Heavy industry (purple)

Define and classify industries according to size of plant, type of operation, and nuisance problems. Note their relation to prevailing winds for fumes, odors, and smoke.

Public and Institutional ④ (green)

Distinguish uses by borders of different colors and by symbols. For example, indicate schools by placing a blue rectangle at the approximate positions of school buildings, churches by a light purple cross, cemeteries by a light purple border, parks by a dark green border, government buildings by a light blue rectangle, and government land by a light blue border.



Other uses to be shown include: vacant land (white), water (medium blue), agricultural land (yellow-green), and airports (light red).

432 CIRCULATION

Show important transportation routes, terminals, and facilities and their relationships to one another. Study circulation systems on a series of transparent overlays.

Air ⑤: Note time-distance from airports to the center of the city, needs for expansion or relocation (freight, passenger, training, parking, commuting fields), building facilities, and obstacles. Show relationships to other transportation.

Rail ⑥: Diagram movements of passengers and freight, yards, switching and loading facilities, terminals, relationships to transit and so forth.

Water ⑦: Note problems of dockage, storage, port, relationship to industrial sites, and terminals.

Highway ⑧: Show the major street and highway pattern; note conditions and problems of major routes through and about the area; points of congestion; and access to various areas. Observe adequacy and relation to other forms of transportation of truck and bus terminals, produce markets, and parking areas.

Transit: Show areas served by bus, street car, and rapid transit lines; compare with population distribution to determine congestion, unserved areas, and duplications.

433 UTILITIES

Make a series of overlays showing areas served by each utility. Note inadequacies, under-use, and proposals for extension and improvement.

For a list of sources of information, see those cited in section 450.

440 Trends of Development

Changes in the community are taking place constantly. These changes can be guided in a desired direction or they can be left to chance. A study should be made to determine the land uses and facilities that should be considered to be fixed and those that it would be desirable to change.

441 TRENDS OF CHANGING LAND USE

What historical changes or shifts have taken place in:
land use?

population?

What forces are acting for change or stabilization?

What is the character and location of recent construction?

What would be the resulting patterns if present forces continued to operate unchecked?

442 FIXED AND FREE LAND USES

Which areas are free, or needing change, by reason of:
slums and blight?

poor use of land?

poor location of facilities?

obsolescence?

Which areas are tentatively considered fixed by reason of:
proper use?

natural limitations?

441 TRENDS OF CHANGING LAND USE

Study general trends by analyzing:

1. Local changes and shifts reflecting general major factors that affect all cities—the widespread use of the passenger automobile; fast development of air transport; mobility of population and migration patterns; technological changes in industry; improved living standards for all income groups and resulting increased demands for services; tax, land, and assessment policies; effects of decentralization and moves toward the suburbs; lack of planning; and above all, the effects of the war.

2. Physical changes due to local forces and conditions—major physical improvements such as a waterfront development; new plants and housing; congestion, smoke, noise, and other nuisances; available utilities; and transportation difficulties.

Identify these trends by mapping:

1. Important shifts in land use—note important shifts in values; show war plants, public housing projects, private residential developments, new subdivisions, new shopping centers, vacated lands, abandoned plants.

2. Important shifts in population—changes in population groupings and shifts in areas occupied by racial, national, and income groups, showing per cent of increase or decrease by local area when possible.

3. New facilities, schools, roads, street paving and extensions of transportation, transit, and utility systems.

Note: In general, map the changes of last 10 years as a base, or choose the period most applicable and significant.

Study probable future trends by sketching:

1. Areas likely to expand, those apt to remain stable, and those threatening to decay.

2. Probable changes of use. Indicate probable growth, stabilization, or decline of residential areas; development of new residential areas; shifts in industrial areas; shifts within the central commercial district; new business locations; retention of existing school facilities; new school locations; and types of recreational development.

3. Population shifts, new groupings of school population, and changes in racial groupings.

4. Extension, consolidation, simplification, abandonment, or modernization of transportation, utilities, and service facilities.

442 FIXED AND FREE LAND USES

Interpret trends by mapping:

1. *Areas free to change*

- a. Slum and blighted areas in need of redevelopment, rehabilitation, or clearance.
- b. Land poorly used, measured by such factors as undesirable densities, excessive or undesirable mixture of land use, and excess cost to the city for services rendered. Map, also, areas for land treatment, such as drainage, filling in of marshes and lowland, and terracing of sloping terrain.
- c. Services or facilities which are inadequate or improperly located and public and private improvements having a high degree of obsolescence.
- d. Vacant land needing to be developed.

2. *Areas tentatively considered to be fixed*

- a. War plants which can and should be converted.
- b. Utilities, services, and transportation and transit facilities which can serve future needs efficiently and adequately.
- c. Public housing projects and other newer residential construction that can aid in the development of desirable neighborhoods.
- d. Natural features, public lands and reservations, and historical sites and monuments important to preserve for cultural, recreational, or esthetic value, or for reasons of public economy and public policy.
- e. New and well developed schools, colleges, hospitals, and churches that should be kept for social, economic, and cultural reasons.
- f. Improvements representing large scale fixed capital investments, considered in relation to the rate of obsolescence expected.
- g. Conditions fixed by laws, deeds, trusts, and the like, tentatively considered unduly difficult or inadvisable to alter.

For groups to consult and sources of information, see 450.

450 Designs for the City

At this point an adjustment should be made between existing and desired conditions in order to develop a broad sketch plan. As a part of working out this sketch plan it will be helpful to make detailed designs of the key elements.

451 THE OVER-ALL SCHEME

A first draft of the physical arrangements to show:
how the desirable pattern should be modified to fit practical requirements of fixed land uses and proposals for the areas free to change

452 SEGMENTS OF THE PLAN

Quick sketches of details, as necessary, to show:
creation or preservation of residential neighborhood units
arrangements for the central business area and outlying business centers
areas for recreation, schools, institutions, and other special uses
provision for circulation and terminals
practicability of water supply, sewerage, and utility service
appearance—especially arrangement and bulk of important buildings

451 THE OVER-ALL SCHEME

Prepare over-all scheme on a single map or on a series of maps, depending on the size and complexity of the city. First drafts should be in sketch form so that changes can be made quickly. Desirable developments for those parts of the city free to change should be proposed at this point, and adjustments and readjustments between fixed and free elements should be made as details of the plan are designed and developed.

Sketches can be made for alternative sets of requirements and possibilities. For example, it may be necessary to consider different plans if a war plant can or cannot be converted to peacetime production. The plan may thus be developed as a series of alternatives to meet the contingencies of the demobilization period. The same planning strategy can also be applied to the long-range development of the city. Special requirements outlined in population, industrial, and public services studies should be taken into account.

452 SEGMENTS OF THE PLAN

In developing the broad sketch plan it will be necessary occasionally to make quick studies of details. These studies are not complete plans of "elements," but show whether or not proposed arrangements at various points in the locality will work. They help the designer crystallize his ideas.

Individuals and groups to be consulted and sources of information for the study and working out of the physical plans:

Land use: Planning and zoning commissions; city and county engineers; Sanborn maps; aerial surveys; building permits; real estate boards and local realtors; local housing authorities.

Harland Bartholomew, *Urban Land Uses*. (Cambridge, Harvard University Press, 1932.) 174 pp. + maps and tables.

For information on residential areas, consult: Federal Housing Administration, *Planning Profitable Neighborhoods*. (Washington: Government Printing Office, 1938.) 35 pp.

U. S. National Resources Committee, *Urban Planning and Land Policies, Part II*. (Washington: Government Printing Office, 1939.) 366 pp.

Population distribution: See Census references of the population studies; school board studies for school population; social agencies, minority leaders, school people, and church leaders for racial and national groupings; housing people for income groupings and rentals.

Commercial arrangements: Department store managements; retail trade associations; Chambers of Commerce; traffic engineers; transit companies, and taxi companies and operators; parking and garage operators; downtown associations; U. S. Census of Business.

Bryant Hall, "How Much Land for Commerce," *Planners Journal*. January-March, 1942. pp. 3-12. (Chicago: American Society of Planning Officials, 1313 E. 60th St.)

Industrial locations: Industrial traffic managers; industrial engineers; industrial realtors; real estate boards; Chambers of Commerce.

Services: Planning commissions; school boards; park commissions; recreation departments; health and hospital boards; library boards; church councils and groups; councils of social agencies; relief and welfare agencies.

Inter-city transportation: *Air:* Airport and airline managers; planning commissions; Civil Aeronautics Authority. *Rail:* Railroad companies; I. C. C. docks; the plan, if any, for the unification for the specific city prepared under the direction of the Federal Coordinator of Transportation, 1934. *Water:* Port masters, traffic managers; Army Engineers Corps Port Series; port engineers. *Highway:* State highway departments; trucking firms and associations; bus companies; city traffic engineers; police traffic divisions; county highway maps.

The Airport Dilemma. Prepared jointly by the American Society of Planning Officials and the American Municipal Administration. (Chicago: Public Administration Service, 1313 E. 60th St., 1938.) 46 pp.

U. S. National Resources Planning Board, *Transportation and National Policy*. (Washington: Government Printing Office, 1942.) 513 pp.

U. S. Bureau of Public Roads, *Toll Roads and Free Roads*. (Washington: Government Printing Office, 1939.) 132 pp.

For additional information on transportation problems, consult the American Association of State Highway Officials, National Press Building, Washington, D.C., and the Automotive Safety Foundation, Washington, D.C.

Local transportation: Street railway, rapid transit, and bus companies; railroads for commuting services; transit commissions or other supervisory agencies; city traffic engineers; highway and engineering departments; state highway departments; U. S. Public Roads Administration; originators of large quantities of goods delivered locally.

Institute of Traffic Engineers, *Traffic Engineering Handbook*. (New York: Institute of Traffic Engineers, 1942.) 320 pp.

Ladislas Segoe, *Local Planning Administration*. See especially Chapters 5, 6, and 8. (Chicago: Institute for Training in Municipal Administration, 1313 E. 60th St., 1941.) 699 pp.

Orrin F. Nolting and Paul Oppermann, *The Parking Problem in Central Business Districts*. (Chicago: Public Administration Service, 1313 E. 60th St., 1938.) 28 pp.

Utilities: City engineers; utility companies; reports of the National Board of Fire Underwriters.

Building arrangements: local architects and designers.

Other: *Communication:* Post Office Department maps of mail routes; Audit Bureau of Circulation; *Ayer's Directory of Newspapers and Periodicals*; market guides; local radio stations. *Administration:* U. S. Bureau of the Budget maps of administrative regions; local officials, directors, and managers of districts and municipalities. *Geographical conditions:* local weather stations; Weather Bureau reports; geological surveys; county agents; Army Engineers' reports on flood plains. *Historical facts:* historical societies; land commissions; park and art commissions.

460 Studies to Test the Plan

Any broad sketch plan will of necessity omit details. If the work has been well done the general scheme will provide a sound working basis for the development and rebuilding of the city. But the recasting of the plan again and again as its various elements are tested, detailed, and refined should be the continuous concern of the community.

461 INDUSTRIAL ACTIVITIES

- Industrial sites—area for plants, parking, storage
- Nuisance and waste disposal problems
- Provision of utilities
- Transportation needs

462 RESIDENTIAL AREAS

- Neighborhood units including school, recreation, shopping, and other facilities
- Areas for redevelopment, conservation, protection, expansion
- Dwelling types

463 COMMERCIAL AREAS

- Central business district—access and parking; designation of wholesale and retail trade, hotel, amusement, and service areas
- Outlying business districts—relation to the central district

464 UTILITIES AND PUBLIC SERVICES

- Water and power supply systems—plants and lines
- Waste and sewage disposal—plants and lines
- Safety and fire protection systems
- Housing of government activities

465 COMMUNITY AND CULTURAL FACILITIES

- Schools and libraries
- Hospitals, clinics, and health centers
- Parks and recreation developments
- Community centers

466 TRANSPORTATION AND TRAFFIC

- Coordination of air, rail, road, and water routes
- Coordination of terminal facilities
- Servicing of industrial, commercial, and residential areas
- Mass transportation

460 STUDIES TO TEST THE PLAN

It will be necessary to validate the elements of the sketch plan which have not been sufficiently detailed or for which data are incomplete. A series of supplementary studies must be undertaken to test the tentative conclusions of the first draft. As far as possible, these studies should be carried on concurrently and not as a series of consecutive steps. In each study, consult previous plans of officials, non-official agencies, and private firms. The studies must be made at larger scale than was the first draft of the working plan. Enlarged aerial photographs will be useful and large-scale models should be considered where topography requires.

461 INDUSTRIAL ACTIVITIES

Study:

1. Adequacy of industrial sites, particularly for nuisance industries; adequacy of water, power, fuel, and waste disposal.
2. Correlation of industry with transportation and housing.
3. Dispersion of plants, circulation of workers and materials, facilities for parking, arrangement of principal and auxiliary plants, facilities for storage, and protective greenery.

462 RESIDENTIAL AREAS

Study:

1. Neighborhood patterns worth perpetuating.
2. Design of new neighborhood units, considering dwelling types and densities, shopping centers, schools, playgrounds, and recreational and cultural centers.
3. Correlation of residential areas with locality arrangements of industry, transportation, commercial centers, and municipal services.

463 COMMERCIAL AREAS

Study:

1. Stabilization of downtown business districts—show groupings of wholesale and retail establishments, hotels, amusements, financial services, and produce centers, where operating needs suggest group arrangements. Study also ease of access and circulation for shoppers, parking facilities, and servicing of establishments for commodities.
2. Planned development of stable local business

districts (both major outlying centers and local neighborhood shopping centers). Determine the kinds of business and trade that it is desirable to decentralize.

464 UTILITIES AND PUBLIC SERVICES

Study:

1. Provision of systems covering the entire locality or metropolitan area.
2. Relation of uses of land already served by utilities to the street pattern and design of streets.
3. Distribution and coverage of plants and lines.
4. Trends in centralization of police control in relation to patrol car policing; the coverage of fire stations; metropolitan cooperation in administration and use of facilities.
5. Centralization of public offices and buildings; access to courts and administrative offices.

465 COMMUNITY AND CULTURAL FACILITIES

Study:

1. City-wide services: major health centers; hospitals; main library; technical and high schools; colleges; large parks; and meeting places. Study locations for ease of access and maximum use.
2. Neighborhood needs: schools as a possible focus for unified neighborhood activities to provide social and recreational centers; the possibilities of branch libraries, recreation buildings, churches.
3. Open spaces: greenbelt protection for residential areas, open space for control of densities, preservation of natural beauty spots for public enjoyment and use; needs for open space within the neighborhoods.

466 TRANSPORTATION AND TRAFFIC

Study:

1. Interrelated problems of air, rail, road, and water, particularly with reference to need for relocation; terminal coordination; congestion; duplication; and obsolescence.
2. Separation of traffic, such as truck and passenger vehicles; passenger and freight by air and rail; through and local traffic; mass transportation and individual vehicles.
3. Connections for movement of goods and persons in the light of revised locations of the various community activities—home, work, shop, school, and park.
4. Plans to cut down losses of time, materials, and health; relieve congestion; provide landing and parking areas.

470 Physical Development Plan and Programs

The plan for physical improvements consists of more than a series of maps. The programming of proposed projects—construction, operation, and maintenance—timed in the order of need and in accord with a financial plan provides the basis for carrying plans into action.

471 REDRAFTING THE GROUND PLAN

Adjust details and eliminate conflicts to provide a sketch plan showing land use pattern, transportation systems, and density patterns

472 PUBLIC WORKS PROGRAM

Test projects already proposed and those developed in the planning operation
Relate the proposals of municipalities, county, schools, and other jurisdictions within the locality
Draw up 6-year capital improvement programs

473 LOCALITY HOUSING PROGRAM

Restate housing problems
Draw up housing programs
 specific first-year needs
 the 6-year program
 the general 20-year housing program

471 REDRAFTING THE GROUND PLAN

A new draft of the ground plan should be drawn to refine details and smooth out conflicts. This new draft should produce a fairly well defined framework for physical development: (1) the establishment of the major thoroughfares; (2) the designation of uses for the several areas of the locality; and (3) a determination of the population densities for these areas. Land use, density, and circulation schemes should be supported by a series of maps charting comprehensive layouts of the various functions and activities of the locality, on the basis of the supplementary studies made to test the initial draft of the working plan.

The number of such maps will vary, depending on the locality and local needs. In one set should be sketched land use, circulation, and density; the supporting maps should show institutional locations, transit arrangement, open spaces, and the like. To these may be added perspective views (which can be drawn on aerial photographs) and sketches of building arrangements to provide an understanding of a three-dimensional projection of the plan.

In another set of maps separate areas of the ground plan should be sketched at larger scale to show especially such details of arrangement as may have been studied within the limits of this sketch procedure. Such supporting studies may indicate solutions of special problems such as the elimination of a transportation bottleneck, the consolidation of terminal facilities, or the cross-section design of an unusual topographical problem.

In another set may be shown the relationships of the area to its larger region and to other related areas. In this set may be sketched intercity and regional transportation networks; regional recreation systems; utility systems that feed the area; and industrial, agricultural and trade links, including locations of raw materials and markets for distribution.

In each set it will be important to show the interrelatedness of each element of the plan. For example, the plans for transit and transportation arrangements and facilities should show relationships such as those between mass transportation and individual vehicles, and between these and residential neighborhoods and places of work, between shippers and delivery points, and between access routes and parking and storage areas. Conversely, the plans for land use and density should show at all points the transportation arrangements needed for effective movement of persons and goods within and through

the area. The design for a neighborhood unit should indicate the separation of through and local traffic and the station points for transit, delivery, and utility service arrangements.

Plans should be presented so that the agencies and groups who are to carry them into action can see their particular interest in relation to the total plan in an over-all scheme. For example maps presenting school plans—school sites, expansion of grounds, and designation of schools to be changed, improved, or eliminated—should be related to the plan for parks and recreational development, neighborhood units, public buildings, major street patterns, and so on. Transparent overlays will be useful for this kind of presentation.

472 PUBLIC WORKS PROGRAM

Previously proposed and authorized projects, and those evolved from the plan should be programmed for construction over a period of years. Established practice follows a six-year programming schedule, designating rather specifically the work to be undertaken for the year ahead and more tentatively for each of the succeeding five years. The schedule is revised at the end of each year so that the programming specifies what is to be done immediately and what later on, on a continuous basis.

The recommendations for capital improvements should be assembled by functions and departments and should be calculated within the bounds of possibility outlined by the policies and programs of the financial plan (see 530) which is an integral part of the programming operation.

Projects should be tested against the plans to determine if the program is balanced among departments and among needs within departments. The program should take into account the operation and maintenance costs as well as the cost of construction.

A similar general program for a 20-year period should be set up as a long-range development goal.

U. S. National Resources Planning Board, *Long Range Programming of Municipal Public Works*. (Washington: Government Printing Office, 1941.) 72 pp.

473 LOCALITY HOUSING PROGRAM

Similarly, a locality housing program, integrating public and private development, should be worked out for the ensuing year, less definitely for a six-year period, and in general terms for 20 years ahead. (See 320.)

The National Housing Agency will soon issue a manual entitled *Locality Housing Programming Procedure*.

500 Plans into Action

Plans that are left on the shelf to gather dust are of no benefit to the city and its people. Plans must be brought to action, and the program of action should be as comprehensive as the plans. The campaign should be laid out in logical order, and the several fronts assigned to the public and private divisions best suited to attack them. Financial and legislative means must be organized. Putting the plans into effect calls for activities that should be shared by all the people.

510 STEPS TO TAKE—BY WHOM AND WHEN

520 TOOLS FOR PLANNING ACTION

530 HOW WILL THE PROGRAM BE PAID FOR

540 PROGRAMS FOR CONTINUING PLANNING

At this stage of the procedure the comprehensive program is pulled together; necessary planning of legislation, finances, and administration is considered as a means to action; and a program of organization for carrying the work forward is outlined and put in motion.

The challenge to officials and citizens alike is to have plans ready for the moment when action is needed. Achievement of this goal involves: (1) a continued detailing of the general sketch plan; and (2), the blueprinting of the projects and jobs that can be agreed upon.

While no schedule can be drawn with certainty, it is worthwhile to lay out the best possible schedule of the action that can be anticipated for various periods in the future. Some things can and should be done during the war—mostly the continued planning itself; some things will have to be put off until later—both those which have already been scheduled and for which money is available, and those which are being planned and for which money will become available.

Plans must be ready if some work must be undertaken before the last bomb has been dropped. Some demobilization programs, such as the rehabilitation of the war wounded, will have to be started before the fighting stops. These facts do not imply a lessening of all-out effort for victory, but rather a realistic preparation for conditions which will not be exactly like those at the end of the last war.

Each locality must examine thoroughly those changes brought about by war which have a strong bearing on the future. The continued employment of women in certain activities will be a serious problem in many areas.

Certain kinds of war services and facilities will be insisted upon after the war. The locality will do well to face frankly the question of how far it is likely to go back to prewar conditions and practices.

The impact of the war has resulted in a change in attitude as to what can be done. The nation as a whole is aware of its strength, its ability to organize and to produce vast quantities of goods. Each locality must capture some of this belief and determination for the postwar period while analyzing its financial position and proposing developments. Sights can be set high.

Organization will be of great importance on both official and citizen fronts. The readiness for action and the successful carrying out of the program will depend on how well each element of the community knows what is to be done, how, and when.

On the official front, organization will cover legislation, finance, and administration. On the citizen front, organization must be directed to public understanding of plans and programs and to public support so that all groups, private and public, can move into action quickly and effectively.

In this part of the work all of the usual means of public education—the press and the radio, town and neighborhood meetings and conferences, and reports and publications—should be utilized. In addition, a strong program of education built around the plans should be undertaken through the regular school system. Those in school have as much of a stake in what may be proposed as anyone in the community.

Harvard University. Conference on Urbanism, *The Problems of Cities and Towns, Report of the Conference on Urbanism, March 5-6, 1942*. Guy Greer, Ed. (Cambridge: Harvard University Press, 1942). 116 pp.

510 Steps to Take—By Whom and When

We must be prepared for continuous action—there may be no sharp dividing dateline between the periods of war, demobilization, and the long-range pull beyond. In this program of continuous planned action, private enterprise, using the initiative, skills, and resources at its command, and public bodies, using the means and authority entrusted to them, must be allies in meeting the total responsibility.

511 THE PERIODS TO PLAN FOR

Wartime:

- adjustments to war conditions
- detailing and progressive revision of plans

Demobilization:

- conversion to peacetime jobs and production
- activating deferred construction and maintenance
- retention or removal of wartime measures, facilities, services, or organizations

Long-range development:

- possible 6-year and 20-year stages

512 RESPONSIBILITY FOR SPECIFIC STEPS

The private responsibility of:

- individual businesses
- industrial enterprise
- institutions and organizations

The public responsibility of:

- the municipalities and their departments
- the planning commission
- independent boards and agencies
- state and federal agencies

The joint responsibility of:

- public and private agencies
- official agencies operating in the locality—municipalities, county, local boards, state and federal agencies

510 STEPS TO TAKE—BY WHOM AND WHEN

Economic, social, and physical studies must be pulled together and laid out as a comprehensive program for action.

Programs for war and postwar periods as outlined in earlier sections (250, 380, 470) will already have been projected, but a general summing up and an assignment of responsibility for various periods of action now need to be made. Determination should also be made of the work to be done by private agencies, by public bodies, and by both in cooperation.

The following list of actions to be anticipated is suggestive rather than exhaustive. In using the list consider:

1. The continuity of the problems and the emphasis to be given a continuing problem during a period.
2. The application of the programming procedure, that is, laying out as specifically as possible a program for the year immediately ahead, a more general program for the 5 years following, and a broad program for 20 years.
3. Who should shoulder the responsibility for preparing the final specific plans on which action can be taken, and who will be involved in the action itself.
4. The possibility and need for joint action.

THE WARTIME PERIOD

Additional facilities and services to aid the war effort, such as housing, transportation, recreation, child care, health services, war training.

Curtailement of expenditures, getting out of debt, and building of financial reserves and credit.

Acquisition of land for postwar projects.

Legislation for postwar programs: development of new legal and administrative tools for finance, construction, and operation of improvements. (See 520.)

Continuance of planning operations into the blueprint stage for postwar works; carrying forward of more detailed surveys and studies of services, employment, and demobilization; undertaking the design of new products and plans for conversion of plants and for new production methods.

THE CONVERSION PERIOD

Systematic release of men from service, the locality sharing in the national task by helping to provide

retraining and rehabilitation programs and by facilitating the return to former jobs and the entry into new jobs. Consider the possible use of local Selective Service Boards and the U. S. Employment Service in helping place both service men and war workers.

Conversion of individual plants and inventory replacement to meet the immediate postwar demand for non-durable consumer goods (food, apparel), and durable goods (automobiles, radios).

Capital expansion, setting up and beginning the production of new products and using new processing and production methods.

Activating programs of deferred public works and deferred maintenance of both private and public physical plants.

Undertaking needed and desirable public works and services programs as a means of transition while private activities are reestablished. Consider particularly those facilities needed for economic and industrial development as well as general public convenience, such as transportation terminals and airports.

Retaining and salvaging wartime facilities, services, and organizations useful in peacetime.

Removing war emergency measures and controls not needed for peace.

Liquidation of war goods inventories, protection against dumping of land used for war and not to be retained by the government, and elimination of temporary war structures, including war housing not needed for the conversion period.

U. S. National Resources Planning Board, *Demobilization and Readjustment*. (Washington, June 1943). 106 pp.

THE LONG-RANGE PERIOD

The development of the general industrial plan—production of new materials and products and the opening up and improvement of markets.

The development of an extensive program of community-wide services with emphasis on the use of leisure time, health, and education under expanded security.

Neighborhood building and rebuilding under redevelopment procedures. The construction of major public works for the long-range building program of the area, such as water supply, large-scale transportation systems and terminals, and recreational areas.

Changes in administrative organization and procedures to meet new conditions and needs. Necessary legislation, consolidation of units, revised charters, and other measures desired by the locality.

Continuous application of six-year programming as part of the long-range development.

520 Tools for Planning Action

New tools and devices for planning action are needed. Older tools, such as zoning and subdivision control, must be improved. New sources of local revenue, stronger local controls, and incentives to private action must be developed to open the way for effective action.

521 LEGISLATIVE NEEDS

What local, state, and federal legislation is needed? What devices, such as redevelopment corporations and city land corporations, are needed?

What legislative authorization is necessary for operating agreements for joint action among county and other local governments? What metropolitan planning and programming boards can be established?

522 ADMINISTRATIVE ARRANGEMENTS

What cooperative arrangements can be made between municipalities? Between city and county? What arrangements for a common technical staff on a regional basis? What administrative changes need to be made at the local level, within departments, and among overlapping public agencies?

523 TAX AND REVENUE DEVICES

What new sources of revenue can be opened locally?
Through state and federal aid?

524 PUBLIC CONTROLS OF DEVELOPMENT

Review of zoning
Control of new subdivisions and neighborhoods
Codes—building, fire, sanitary, housing
Public land reserves

525 INCENTIVES TO PRIVATE ACTION

What means and incentives, beyond the provision of utilities and services, should be considered in order to facilitate private development?

Studies for creating needed legislative, financial, and administrative devices should be started locally. Organize committees of lawyers and administrative officials to consult with legislative representatives and to analyze and report on proposed legislation, both state and federal, affecting the locality's planning.

521 LEGISLATIVE NEEDS

Review existing and proposed state legislation, particularly enabling acts providing for planning boards. Study new legislation needed at the state level to meet local problems.

Consider: (1) enabling acts for metropolitan, regional, and city-county boards; (2) legislation for the creation of redevelopment corporations, city land corporations, local transportation and terminal authorities; (3) powers of existing agencies, such as local housing authorities, to acquire and assemble land; (4) creation and powers of a state planning board to assist local planning; (5) legislation to provide new sources of local revenue.

Study legislation proposed and needed at the federal level.

Consider: (1) federal aid for advance planning by the locality, for land acquisition based on planned development, for planning and constructing public works, for slum clearance and low-rent housing; (2) need for a federal planning agency to collaborate with local, state, and regional planning agencies in contributing technical aid to localities, pooling information, and channeling local problems to the federal government.

522 ADMINISTRATIVE ARRANGEMENTS

Study cooperative arrangements to facilitate planning and action on plans and programs.

Consider: (1) planning boards to act for groups of cities; (2) combined city-county planning boards; (3) central regional planning staffs to provide technical staff help to local planning boards and to integrate urban and rural programs.

Study desirable administrative changes to bring about more effective and economical programs and action at the local level.

Consider: (1) coordinating planning problems of separate agencies, such as housing authorities, school boards, and park commissions; (2) working out agency changes to streamline operations covering common or overlapping activities.

523 TAX AND REVENUE DEVICES

Investigate forms of taxation other than real property taxation and determine what sources of revenue can be opened.

Study state and federal aid in relation to existing, proposed, and possible new programs of grants-in-aid.

Consider: (1) extension to other fields of such state programs as state aid to education; (2) extension of such state programs to the federal level; (3) reversion of ad valorem taxes by the state for specific local projects or programs of benefit to the state as a whole; (4) federal aid as a return to localities of revenues obtained through federal collection to spread costs over forms of wealth other than real property.

524 PUBLIC CONTROLS OF DEVELOPMENT

Study measures needed to improve control of development as worked out in the plan, exploring legislative, administrative, and financial means noted above. Consider:

Zoning, re-zoning, and new zoning of the entire locality. Note particularly excessive commercial and industrial zone areas, need for new zone limits, need of zoning by density, zoning of agricultural and open areas, and methods of eliminating non-conforming uses. Review restrictions on land use, and coverage and height of structures; consider possible changes providing greater flexibility to aid conformity to the proposals of the developing plan.

Subdivision control. Investigate existing and needed powers, methods, and administration for control of the quantity and quality of new subdivisions. Consider controls applying to whole neighborhood units as a stage beyond subdivision layouts.

Codes. Study problems, standards, and necessary revisions of building, fire, sanitary, and housing codes. Administrators of the codes working closely with the planning program can aid in cooperative area planning and orderly development.

Public land reserves. Public policy should be established on the use of public land reserves as a control of development and as an aid to private agencies in large-scale neighborhood construction. The best use of property acquired through tax foreclosure is a closely related question.

525 INCENTIVES TO PRIVATE ACTION

Public agencies within the locality can aid private development on such problems as land assembly and taxation. Study possible incentives and the role of agencies in applying them. Explore methods of public and private cooperation for "urban redevelopment" of downtown areas and central parts of the city.

Robert E. Merriam, *The Subdivision of Land*. (Chicago: American Society of Planning Officials, 1313 E. 60th St., 1942). 37 pp.

Harold W. Lautner, *Subdivision Regulations*. (Chicago: Public Administration Service, 1313 E. 60th St., 1941). 346 pp.

A Program for the Use of Tax-Abandoned Lands. (Chicago: American Society of Planning Officials, 1313 E. 60th St., 1942). 40 pp.

A. M. Hillhouse and Carl M. Chatters, *Tax-Reverted Properties in Urban Areas*. (Chicago: Public Administration Service, 1313 E. 60th St., 1942). 183 pp.

U. S. Federal Housing Administration, *A Handbook for Urban Redevelopment for Cities in the United States*. (Washington: Government Printing Office, 1941). 105 pp.

530 How Will the Program be Paid for

Building the community and providing services will require money for construction, operation, and maintenance. The financial planning for the community's future must include an accounting of the community's ability to pay, investigation of possible new sources of income, the setting up of reserves, and the use of budgets to show how and when the money is to be spent.

531 FINANCIAL POLICIES

When and under what conditions shall it be the policy of the community to:
set up reserves ahead of expenditures?
"pay as you go"?
borrow for later payment?

532 PRESENT FINANCIAL STRUCTURE

Ability to pay:
analysis of tax base and rates
amount of tax and non-tax income
collections and delinquencies
Obligations:
present amount and character of debt
expenses—operation, maintenance, and debt service

533 FORCES CHANGING THE FINANCIAL STRUCTURE

Future growth and character of the community
Migration of industry and people
Changes in state or federal aid
Shifts in the tax base
Effects of war and demobilization on revenues and costs

534 THE FINANCIAL PLAN

Expected costs:
operation and maintenance
capital improvements
debt service
Projected income:
from local sources
from outside sources
An operating 6-year budget

530 HOW WILL THE PROGRAM BE PAID FOR

In view of the needs of planning for the locality as a whole, study should be given, parallel to the general planning, to possible financial arrangements and to cooperation between municipalities within the locality, between cities and county, and between cities, school districts, and other authorities and agencies operating in the locality.

531 FINANCIAL POLICIES

A financial policy, as the first step toward a financial plan, should be formulated by the city governing body to reflect the will of the people in paying costs and meeting the special problems of the area. It should be made with the best advice available from the city's finance officer, the planning commission, private consultants, and appropriate agencies. In working out the policy consider:

1. Possible changes in legal limitations—on reserves or maximum debt.
2. Purposes, kinds, and retirement of bonds.
3. Effect of the business cycles on the financial structure and income.
4. The use of general and special funds.
5. Present and future sharing of costs by state and federal governments.
6. The need for capital budgeting.

532 PRESENT FINANCIAL STRUCTURE

Analyze income and outgo. Use graphs to chart trends over a period of years. On income, consider:

1. Assessments, tax rates, tax collections.
2. Income and operating costs of self-supporting departments.
3. Extent and effect of tax delinquency.
4. Development of sources of revenue other than the property tax. (See 523.)

On outgo, consider:

1. Operating expenses and financing of the major city departments.
2. A unified picture of debt service.
3. Administrative and statutory controls of expenditures.
4. Past policies on cost, financing, and timing of capital improvements.

533 FORCES CHANGING THE FINANCIAL STRUCTURE

In working out a financial plan, judge the effect of forces changing the tax base and affecting municipal income. Examine:

1. The areas of high and persistent tax delinquency and the interactions between delinquency and instability of land values.
2. The effect on the tax base of industrial establishments and people moving outside the city limits, but still utilizing city services and facilities.
3. The possibility of extension of state and federal contributions to make a more equitable distribution of total tax returns (to take account of income and other taxes), and the regulations and relationships needed to guard local controls and initiative.
4. The possible realignment among local, state, and federal governments of the kinds of taxes (real property, sales, income, and payroll), to give a more equitable spread over the forms of wealth that can support the needed community programs.

534 THE FINANCIAL PLAN

Lay out the financial plan.

1. Make 6-year estimates of the costs of operation and maintenance of continuing and planned services, of capital improvements based on the public works program (see 472), and of the costs of debt service.

2. Project estimates of municipal income for the same period.

3. Adjust forecasts of costs, based on planned needs, to forecasts of income; indicate what borrowing is necessary or practicable, or what changes appear necessary in size of tax, tax base, and equalization of funds; indicate what part of the program would need state or federal aid, if available; indicate what part of the needed planned program can be deferred for a later period if costs exceed estimated income during the 6-year period.

Draw up a 6-year budget, tying it in with the public works program. (See 472.)

Carl H. Chatters and A. M. Hillhouse, "Formulation of a Debt Policy." (Chapter XII) in *Local Government Debt Administration*. (New York: Prentice Hall, 1939). 528 pp.

540 Programs for Continuing Planning

Both official and citizen organization are needed to carry planning forward successfully. Planning must be a regular part of municipal operations. A citizens' council also should be organized to present the public's point of view and to keep the public fully informed. The public must study plans in order to create the widest understanding and to build support for the most effective program possible.

541 OFFICIAL PLANNING PROGRAM

Administrative organization:

joint community efforts through:

a metropolitan or regional commission

a locality planning and programming board

county and municipal planning agencies

responsibility of departments and independent agencies.

Financing the plans:

adequate budgets

spreading the cost among local units

Planning legislation:

permissive state acts for planning and related controls

local ordinances

542 CITIZEN ORGANIZATION

Participation in the planning:

continued activity of planning committees

a community planning council

neighborhood planning committees

Maintaining citizen interest through:

individual participation

planning education in the schools

publicity—press, radio, meetings

reports and pamphlets

540 PROGRAMS FOR CONTINUING PLANNING

At the start of the planning process, the permanent, official planning organization may not be in existence. But very shortly after starting, and as the program continues, it will become apparent that formal organization is necessary and that official and non-official responsibility should be definitely established.

541 OFFICIAL PLANNING PROGRAM

Under *Organizing to Plan* on page 6 there appears a discussion of community agencies. Official planning is one part of public administration and its quality will be greatly influenced by general administrative effectiveness. It is widely recognized that the accomplishment of a planned locality program is badly handicapped without metropolitan administrative and financial machinery. Unfortunately the establishment of such machinery is a remote possibility in most communities and the best possible substitute must be found in some cooperative arrangement. "Metropolitan" or "regional" planning agencies are provided for by state legislation in Alabama, Tennessee, Ohio, and Pennsylvania and may provide suggestions for other places. (See 521 and 522.)

Regardless of the existence of an agency for the entire locality, each municipality and county should have its own planning unit as a functioning part of the local government.

Departments of local government, and independent agencies such as school boards and housing authorities should continue to carry responsibility for planning their own activities in relation to the comprehensive community plan.

In some states the localities can secure assistance from state planning boards. In some localities help is given by privately established regional planning agencies and by special bodies such as a power board, a port authority, or a river basin commission. A number of federal agencies which have been mentioned in the procedure may be called upon for continuing advice.

Official planning is established by local governments under state permissive legislation. Study should be given to the need for creating or strengthening such acts. (See 521.) Sometimes city charters cover this point and charter

amendments may prove desirable. The American Society of Planning Officials in Chicago may be called upon for advice in setting up local planning machinery.

542 CITIZEN ORGANIZATION

Effort should be made to continue the organization and activities of the committees which have guided the work under the various divisions of this procedure.

A citizens' planning council can be organized in several ways: (1) It may be an association with an unrestricted membership representative of the metropolitan area. Special committees can work intimately upon such community interests as housing, education, recreation, and transportation, and can develop reports for official planning agencies. The council serves as a focus of enlightened opinion and is a means of disseminating information and encouraging public participation; (2) the citizens' council may be a semi-official body composed of representatives of: (a) community services and planning groups such as the housing authority; (b) industrial planning groups such as the Committee for Economic Development and the Chamber of Commerce; and (c) official planning bodies. The council serves as a clearing house for ideas and community problems and as an unofficial guide for specific planning operations. Whatever its composition, it is an extremely valuable adjunct in any community. Where local conditions permit, it may be combined with a housing council to avoid duplicating effort.

Other private assistance is desirable. The possibility of enlisting private funds from both outside and local sources should be investigated. Assistance may be secured from educational institutions on cooperative study projects which offer an excellent means of educating students in planning and in furnishing the materials for planning.

Assistance from local groups should be utilized wherever possible on specific neighborhood problems or matters of community interest. Neighborhood planning committees may be set up to continue such studies.

Fortune, May, 1943. "Syracuse Tackles its Future." pp. 120-122, 156. (This is the first of a series on organization of the community.)

See also "Proposals for Organization and Operation of Regional Councils in Metropolitan Areas; Regional Council Contest Awards." *American City*, June 1943, pp. 79-85, 89.